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ABSTRACT

The primary objective of the workshop was to provide opportunity for participating Member States (Republic of Korea, Malaysia, Sri Lanka, Thailand, and Iran) to develop technical cooperation among themselves through exchange of experiences of their key personnel in the field of education for rural development. Presented in this report are: highlights of National Workshop experiences (synthesis, problems, and issues); strategies for identification of real needs of the community; strategies for training change agents, especially those working at the field-operational level; alternative strategies for managing the integration of formal and non-formal education for rural development; tangible indicators which could be used to evaluate and monitor education for rural development programs; and guidelines for facilitating cooperation and two-way exchange of experiences amongst experts engaged in programs of education for rural development in the countries of the region. Appendices include the workshop agenda and schedule of work, list of participants and officers of the workshop, documentation list, inaugural and welcoming speeches, and follow-up programs proposed for each participating country. (NEC)

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# Administering Education for Rural Development

Report of the Second Advanced-Level Workshop on Education for Rural Development
Teheran, 9-18 September 1978

U.S. DEPARTMENT OF HEALTH EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

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UNESCO REGIONAL OFFICE FOR EDUCATION IN ASIA AND OCEANIA
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*The Second Advanced-Level Workshop on Education for Rural Development*

*was jointly organized by:*

the National Committee for World Literacy Programme (NCWLP), Teheran
in co-operation with
the Iranian National Commission for Unesco, Teheran

and the

Asian Centre of Educational Innovation for Development (ACEID)
Unesco, Bangkok

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Chapter One

# INTRODUCTION

## Background

The Asian Centre of Educational Innovation for Development (ACEID) of the Unesco Regional Office for Education in Asia and Oceania, Bangkok, jointly with the National Committee for World Literacy Programme (NCWLP), Teheran, and in co-operation with the Iranian National Commission for Unesco, Teheran, organized this Second Advanced-Level Workshop on Education for Rural Development. The NCWLP acted as the host of the Workshop, which was held at the Ministry of Science and Higher Education, Teheran, from 9-18 September 1978.

Within the framework of the Asian Programme of Educational Innovation for Development (APEID), and under the area of innovation: "Management of Educational Innovation", this Second Advanced-Level Workshop was the final phase of a series of activities in the management of educational innovation for rural development. The first phase comprised of a Preparatory Meeting held in Teheran from 28 to 31 August 1977 to identify major problems and issues and to develop guidelines for organizing National Workshops by the six participating countries, as also for organizing the Second Advanced-Level Workshop. The second phase was the organization of the National Workshops on Education for Rural Development held in five participating countries on different dates between January and May 1978.

## Terms of reference

The main aim of the Workshop was to provide an opportunity to the participating Member States to develop technical co-operation among themselves through exchange of experiences of their key personnel in the field of education for rural development, and to develop national capacities to manage innovative programmes in this area. More specifically, the Workshop had the following objectives:

a) To provide a forum for sharing of experiences and ideas on the major problems of education for rural development as identified by the National Workshops;

b) To identify common problems and issues of, and strategies for, integrated rural development to which education should address itself;

c) To synthesize experiences to determine how the educational inputs of the on-going and proposed programmes of rural development could be improved, specially by suggesting practical steps for promoting intra-departmental and inter-ministerial co-ordination and collaboration;

d) To identify effective strategies for the training of change agents, specially those working at the field-operational level;

e) To identify alternative strategies for managing the integration of formal and non-formal education for rural development;

f) To determine tangible indicators which could be used to evaluate and monitor programmes of education for rural development; and

g) To suggest guidelines for facilitating co-operation and two-way exchange of experiences amongst experts engaged in programmes of education for rural development in the countries of the region.

The Agenda and the Schedule of Work of the Workshop is in Annex I.

## Participation

Nineteen participants comprising of six from Iran, three each from the Republic of Korea, Malaysia and Democratic Republic of Sri Lanka and four from Thailand attended the Workshop. ACEID was represented by the Specialist in Science Education and the Assistant Programme Specialist. The Iranian National Commission for Unesco was represented by Mr. J. Golestaneh, Chief of the Education Section. The participants represented diverse disciplinary backgrounds and came from various organizations and institutions concerned with rural development in their countries. The list of participants and observers is in Annex II.

## Documentation

The documentation of the Workshop included:

1. Reports of national workshops from: Iran, Republic of Korea, Sri Lanka and Thailand.

2. Background papers: (a) Training rural women as agents of development (Iran); (b) Educational Plan for Rural Development (Republic of Korea); (c) Inter-ministerial and intra-departmental co-ordination and collaboration (Malaysia); (d) Integrating formal and non-formal educational inputs for rural development programmes (Thailand).

3. Case studies: (a) Iran - Tribal education; (b) Malaysia - Extension Laboratory: An Integrated Approach to Rural Development; (c) Sri Lanka - Sarvodaya Village Development Educational Programme, Kuliyapitiya Educational District; (d) Thailand - The Songkhla Integrated Rural Population Development Model.

The reports of the six national workshops organized in Afghanistan, Bangladesh, India, Indonesia, Nepal and Philippines, the countries which participated in the first cycle of a similar activity, and the report of the First Advanced-Level Workshop held in New Delhi (March 1977) were also available to the Workshop as reference documents. A list of the documents is in Annex III.

## Inauguration

Before the inaugural address, Dr. Parviz Homayounpour, Deputy Secretary-General of the National Committee for World Literacy Programme, welcomed the participants and expressed his appreciation to Unesco and

the Iranian National Commission for Unesco for requesting the National Committee for World Literacy Programme to host the Workshop. He also briefly explained the objectives of the Workshop and how it formed the last phase of a series of activities under APEID's "Management of Educational Innovation" area.

The Workshop was inaugurated by Dr. Gholam Reza Afkhami, Secretary-General of the National Committee for World Literacy Programme of Iran. In his inaugural address, Dr. Afkhami mentioned that in Iran, His Imperial Majesty the Shahanshah Aryamehr takes a deep personal interest in rural development. Provisions are made in the National Development Plan with a view to improving the life of the rural population. The National Literacy Crusade of Iran aims at ensuring the mobilization and conscious participation of all sectors of the population to implement the literacy programmes. He further emphasized that new approaches and innovative methods must be explored.

Mr. F. Ardalan, Secretary-General of the Iranian National Commission for Unesco, welcomed the participants on behalf of the Iranian National Commission. He stated that rural development means that the majority of the population must make basic changes in their way of life. While attaching values to their traditional way of living, they must be persuaded that their lives can be improved through the adoption of new technologies. Rural development in Iran was given impetus by the land reforms. At the same time policies designed to bring modern health and education to the rural areas are also necessary. He stressed the importance of rural development personnel who possess not only technical knowledge but also understanding and respect of rural life.

On behalf of the Unesco Regional Office for Education in Asia and Oceania, and the Asian Centre of Educational Innovation for Development (ACEID), Bangkok, Dr. M.C. Pant welcomed the participants and thanked the Government of Iran and the National Committee for World Literacy Programme of Iran for agreeing to host the Workshop, and the Iranian National Commission for Unesco for collaborating in the activity. He gave a brief account of the Asian Programme of Educational Innovation for Development (APEID), specially the new thrusts in its second cycle operations, and how the deliberations of this Workshop would lead to the development of a Handbook on Education for Rural Development, containing a symposia of the Asian experiences on this topic. The detailed text of the addresses is in Annex IV.

Election of Officers of the Workshop

In the first plenary session, the participants elected the following:

| | | | |
|---|---|---|---|
| Chairman | : | Dr. Parviz Homayounpour | (Iran) |
| Vice-Chairmen | : | Dr. Young Horn Park | (Republic of Korea) |
| | | Dr. S.S. Kapugama | (Sri Lanka) |
| | | Mr. Jarug Sotthibandhu | (Thailand) |
| Rapporteurs | : | Dr. Chung Il Yun | (Republic of Korea) |
| | | Dr. Nayan Ariffin | (Malaysia) |
| | | Mrs. Chanida Chanyapate | (Thailand) |

Three working groups were chaired by the Vice-Chairmen, and the three Rapporteurs of the Workshop also acted as the Rapporteurs of the working groups.

A Steering Committee composed of the Officers of the Workshop, and Dr. M.C. Pant and Miss Charatsri Vajrabhaya, was set up. The Secretariat was composed of the staff of the Iranian National Centre for Adult Education and Training (INCADET) and the Iranian National Commission for Unesco.

Methods of Work

The Workshop, meeting in plenary sessions, discussed the highlights of the reports of the National Workshops. Upon completion of this exercise, three inter-country groups of the Workshop were established to reflect on the problems and issues in respect of: (i) Strategies for identification of real needs of rural communities and ensuring their participation in rural development efforts, and leadership and training of change agents; (ii) Integrating formal and non-formal education inputs for rural development; (iii) Strategies for formulating, implementing and managing education for rural development with special reference to problems of inter-ministerial and intra-departmental co-operation and collaboration. These groups also synthesized their experiences.

The reports of these three groups were considered in the plenary, for its reactions and comments. The groups then met again and revised their reports in the light of the discussions held and the suggestions offered by the plenary.

The national teams met informally during the whole period of group work to exchange notes. They then met in one session to prepare reports on follow-up at the national level and with respect to continuing inter-country collaboration on education for rural development.

During the course of the Workshop, the participants had an opportunity to visit the Education Corps and the Iranian National Centre for Adult Education and Training, to observe the programmes of these two institutions.

At the concluding session, the Workshop considered the draft report of the Workshop and adopted it with modifications, which have been incorporated in this final report.

## Chapter Two

## HIGHLIGHTS OF NATIONAL WORKSHOP EXPERIENCES - THEIR SYNTHESIS, PROBLEMS AND ISSUES

Included in this Chapter are summaries of the various National Workshop reports and case studies presented by participants from each country to the plenary, and their subsequent review and discussions to identify various problems and issues which are of concern in the national efforts as also to identify the growth-points.

All the participating countries are realising that the past development strategies, which were mainly capital intensive and heavily relied on building sophisticated scientific and technological base, and as a result, generally tended to be urban centred, left the rural sector untouched. The result has been that the existing inequalities have aggravated, and the vast majority of the population, which in most countries happens to be the rural poor, and who had the necessary capacity and potential to provide a driving force to development efforts, had been isolated from the mainstream of development.

The country presentations indicated that: i) the development strategies that are now being adopted have accorded a key role to rural development in the process of overall economic and socio-cultural development, so that the vast majority of the population could themselves become the agents and beneficiaries of change and development efforts; ii) rural development is concerned with improving and transforming the economic and socio-cultural life of the rural poor; iii) in rural development efforts, basic human services - food, nutrition, health and education - are critically important; iv) no rural development can be achieved unless it is supported by a strong political will, social justice and carried on by participatory processes, recognizing the resource constraints and taking recourse to the maximum utilization of available local unused and underutilized resources; and v) each national situation deserves its own devices and solutions.

In the efforts for rural development, the critical role of 'education' is fully recognized with basic functional literacy as the essential input. But education cannot be considered in the abstract or something which could be externally introduced in rural development which is a mixture of inter-related factors. Education in the context of rural development cannot be simply restricted to schooling alone, viewed as a time-bound, space-bound process but equated to learning regardless of when, where and how it takes place. Education linked with programmes of rural development in the various projects discussed, is being mainly provided through non-formal methods, and various attempts to establish linkages with the formal education system are being made. The formal education programmes are being continuously re-organized, mainly through making curriculum relevant to the real-life needs of the people, allowing for decentralization to cater to the local needs linked to development efforts.

In all the rural development programmes, the people who are involved in providing the educational inputs are: i) staff of various development and extension services like agriculture-extension workers, health-education service workers, organizers of co-operative societies, family planning workers; ii) skilled craftsmen, successful farmers and religious leaders; iii) community development and adult education workers and volunteers; and teachers working in formal school system. Valuable insights and experiences are emerging in regard to both practical and conceptual problems involved. Diversity of approaches and methods are being tried out, which is strengthening the belief that no single model to provide education for rural development is either possible or to be attempted.

A considerable degree of similarity in the thinking of the National Workshop deliberations was observable. The critical problems and issues being faced in the countries in their efforts for rural development were mainly focussed on: i) co-ordination and collaboration between various ministries involved in rural development programmes and even within the various programmes being implemented by a department; ii) ensuring authentic participation of the rural community, by identifying their real and felt needs and providing motivation for a continuous endogenous development; iii) facilitating the change process through identification of effective leadership (change agents) and designing of effective training programmes; and iv) integrating the formal and non-formal educational inputs for providing the much needed base for effective implementation of rural development efforts.

The highlights of experiences presented by the participating countries are summarized in the following pages:

Republic of Korea

In order to achieve its objectives of rural development, a nation-wide new campaign, called Saemaul Undong (New Community Movement), was launched in the country in 1971. Since them, policies at the national level have been formulated and programmes implemented to support this movement in every possible way. The efforts of the last seven years have provided the country with many experiences. The National Workshop, therefore, with the backdrop of this movement and the country's economic and socio-cultural development plans, and within the framework of the guidelines developed by the Preparatory Group Meeting (Teheran, August 1977), focused its deliberations on four major topics: i) the role of education and its tasks in Korea; ii) strategies for leadership training and overcoming resistance to change; iii) problems of integrating formal and non-formal education for rural development; and iv) co-ordination and back-up system for Saemaul training programme. The discussions in the National Workshop on these revolved round four lead-papers prepared on these topics, which the present Workshop had available to it as documentation, and which it considered in its group deliberations. In addition to these four lead-papers, grass-roots case studies on elementary, middle and high agricultural schools and non-formal educational programmes were analysed at the National Workshop. The National Workshop recognized that in spite of the success in Saemaul Education, the problems of co-ordination and co-operation among ministries and agencies managing either formal or non-formal educational inputs for development still needs attention. On training problems, it was felt that all the staff involved in non-formal educational programmes should have a thorough training in pedagogical and socio-economic aspects.

The Korean presentation informed the present Workshop of the various efforts of educational activities for community development through a review of the current status, and issues and problems of the New Community Education Programme. Two kinds of educational plans are currently being implemented, namely, i) the comprehensive long-range and mid-term plans for formal education; and ii) the non-formal Saemaul Education.

The long-range plan has several purposes, among which are: i) increasing the effectiveness of education through improving the teaching methods; ii) producing adequate trained manpower to meet the national needs; and iii) increasing the effectiveness of educational administration. This long-range plan includes activities that are directed towards rural development efforts, such as: i) equalization of educational opportunities between urban and rural people, between different socio-economic classes, and between the sexes; ii) extension of compulsory education to the middle school system; iii) promotion of student welfare through providing adequate educational facilities and lunch programme in rural schools; and, iv) developing school as a community centre.

Saemaul Undong (new community movement) has been widely accepted as an effective development strategy in the Republic of Korea. Within this movement, the non-formal Saemaul Educational System has successfully been implemented.

The Saemaul Undong has resulted in a remarkable achievement in the spiritual enlightenment of the rural people, improvement of living conditions and infra-structure, and increase of income in the rural areas. The per-capita income of farmers became higher than that of urban wage earners after 1974. This is one of the indicators of the achievements made so far in rural development.

The Saemaul Undong was initiated by the President, and high priority has been given to this movement in allocating resources and mobilizing the administrative support.

This movement began with simple projects which could be implemented rather easily, then moved to more complex and difficult tasks such as income-generating projects. By following this step-by-step approach, the people in the rural areas became confident of their ability to achieve results and therefore were motivated to accomplish more difficult tasks, and were continually reinforced with the tangible outcomes.

The problems of co-ordination within an agency and among agencies has been easily overcome in the Saemaul Undong. Each Saemaul project is formulated by the community members at the village level. The resources of the various governmental agencies are made available to each Saemaul project. The government undertakes major projects to provide the infrastructure in developmental activities in the rural areas. Such projects are of a size and magnitude that cannot be handled by the rural communities. Village members formulate their project, utilizing the government resources available to them. So the government helps integrate the efforts in implementing the village-level Saemaul project. The combination of top-down and bottom-up procedures contributes to the co-ordination among agencies.

The success of the Saemaul Undong has been reported to be largely due to several factors, among which are: i) political stability and strong political support from the high government authority; ii) effective leadership training programme and a sense of dedication and strong devotion on the part of the community leaders; iii) incentive-grants policy for community participation; and iv) achievement of some tangible results from the projects implemented.

In order to strengthen the perpetuate the Saemaul Undong, the Government emphasizes the Saemaul Education which covers both non-formal and formal education. Leadership training as non-formal education, is carried out by the Saemaul Leaders Training Institutes at the central level for leaders in field operations and central policy-makers. Likewise, many institutions are involved in such training at the local level.

Saemaul Education is one of the major component of the Saemaul Undong. It is the educational input for rural development. The following page gives the operational model for Saemaul education.

The educational programmes for community development, implemented in both formal and non-formal institutions, are as follows:

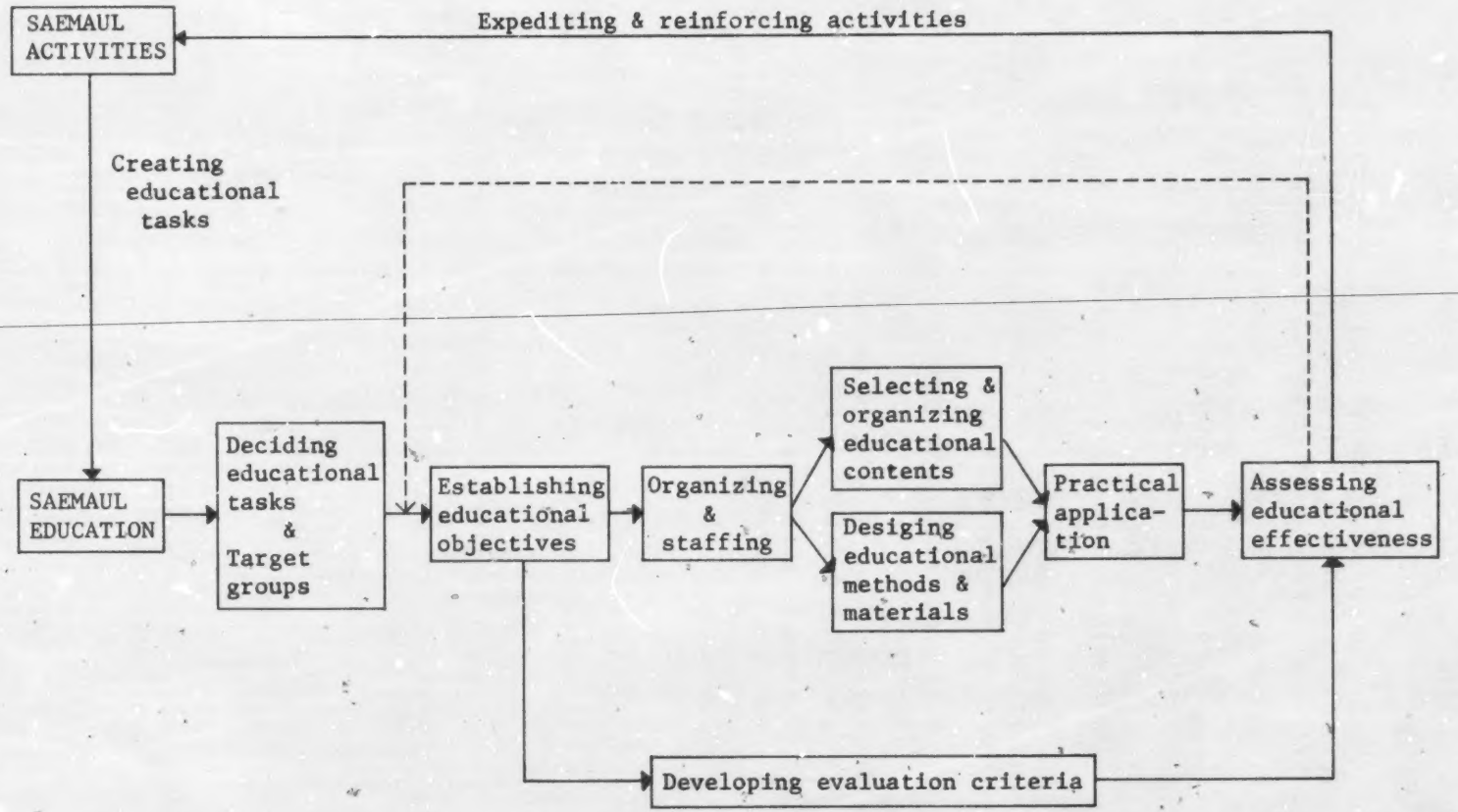
1. Formal education

   i) Classroom instruction;
   ii) Guidance in the school life;
   iii) Public service activities;
   iv) Educational activities for productivity;
   v) Opening school facilities and events for community; and
   vi) Non-formal education activities offered by the school.

2. Non-formal education

   i) Cultural and spiritual enlightenment;
   ii) Skill-oriented training programmes for an increase in productivity and income;
   iii) Case studies of successful community development projects; and
   iv) Management of group activities.

Figure I. Operational Model for Saemaul Education



Educational activities for productivity are considered as innovation. These activities attempt to launch income-generating projects. These have resulted in:

- Making curriculum more relevant to local education needs. The local situation is studied and the development project is formulated with the participation of teachers, students and parents.
- Demonstrating the ways to implement the project. The outcomes of the project are demonstrated to the participants. This provides meaningful learning experiences for them. It changes the attitude of rural people and provides technical skills needed.
- Raising funds for scholarships, better school environment and investment in larger income-generating projects.

The experience of the Saemaul Education has indicated that the key elements which have contributed to the success of the educational programme for rural development are:

i) Dedicated teachers are the leading force. There have to be a few leaders with a sense of mission.

ii) Demonstration of some tangible outcomes is essential to change the attitude of students and community members.

iii) Technical advice and support offered by the school to the community is cementing the co-operative relationship between the school and the community. With this working relationship, the schools are able to be the centre of education for rural development.

Discussions

The following observations and comments were made during the discussions:

1. Critical factors influencing the rural development are: strong motivation for achievement among the rural people, immediate benefits from hard work; and decrease of population in the rural areas.
2. It was observed that the rural population was decreasing from year to year, while the urban-industrial sector was on an increase. This fact has implications in terms of land use, farm income, agricultural production and rural employment. The number of farm houses has reduced considerably; so has the family size, while the income per farm house has increased.
3. One major objective for implementing the Saemaul Movement is to discourage rural-urban migration among the rural youth.
4. It is difficult to quantify how much education contributes to development, since the two are inseparable. In the first analysis, development essentially means the development of an individual person in terms of his cognitive, affective and psychomotor domain.

5. Monetary reward may not necessarily motivate a person to work harder. It all depends on where the person is in terms of need satisfaction. If he is well satisfied in terms of his physiological needs, chances are that money (important in securing basic physiological needs) will no longer be a motivating factor to him. A person would be highly motivated to work harder for an organization if he perceives the organizational goals as that of his own goals.

6. The role of the teacher in community development is not to be narrowly viewed as only a transmitter of knowledge, but as a social change-agent who is deeply involved in the actual life of the local people, stays with them and honestly believes in their values.

Malaysia

Malaysia organized a series of seminars, 14 in all, from 1976 to early 1978, attended by 1909 participants. The whole activity was termed as the "Rural Seminar Project", and was organized by the Malaysian Centre for Development Studies (MCDS). Another seminar entitled "Integrated Approach in Development" was also held in late 1976 by the Community Development Division for officers from two districts.

During the series of the seminars held, many common issues were raised, which can be divided into four categories, namely:

a) Administrative: The weakness of the government administration at the district level is due to the shortage of staff, lack of professional capabilities and dedication on the part of the officers. This is prevalent in land administration.

b) Planning/Programming: The planning and programming of projects in the districts often suffers due to lack of co-ordination and unintegrated stress; ad-hoc planning without total research of a particular district; the interference of certain influential people whose main motivation is self-interest; and implementing of such projects without making modifications, taking into account the needs of all the villagers.

The process of development planning at all levels is weak and needs to be revised. Without proper survey, a development project could be wrongly located, which could lead the depressed areas to become further depressed.

c) Co-ordination: It was found that there was an overlapping of functions and duties of various officers and government departments. The different interpretations of the central directives by the officers and departments created confusion among the people. The lack of effective co-ordination at the field level can lead to confusion among the people.

The need is to develop an effective system of co-ordination. The problems of local communities are inter-related and never compartmentalized for the benefit and ease of the function of various operating development agencies. For the people there is 'one government'. It is therefore necessary that various

departments and their officers work in such a manner that they do not project only their department programmes, but work as one to translate the total governmental development programme.

d) Implementation: The interruptions and off-targeted implementation of the government programmes at the grass-roots level can lead to disappointment among the people who look for quick benefits from the development projects. This is due to the fact that the implementation machineries at the district level cannot determine their own priorities, which results in deviations in the implementation of certain policies. The slowness, failure, weakness and deviation in implementing policies can make the people lose confidence in the opportunities offered by the government, and the resulting benefits that could accrue from them.

e) Information and communication: The seminar discussions revealed that there exists a communication gap between the government and the rural communities. For example, the members of the Village Development and Security Committees were not given adequate information on their roles, especially in the socio-economic development process of their communities.

The masses lack knowledge of the various facilities and assistance available from the government and how to acquire it to strengthen their own development efforts.

This lack of communication could make the people ignorant of the government development projects, thereby limiting their involvement and developing in them the attitude of 'hoping to get everything from the government'.

This series of seminars formed part of the government efforts to bridge the communication gap between the government and the people through the process of dialogue and discussion. These seminars have helped the government to know the needs of the people, the weaknesses of various governmental agencies and to develop closer social interaction. These also served as a feedback system at the micro-level to review and evaluate various rural development projects, provided much needed research data for developing district development projects and a forum for training of opinion leaders and change agents. The seminars were oriented towards developing people's understanding for realizing the objectives of national development, community development, national unity and security, besides giving opportunities to the local leaders to express their views as an "input" towards achieving the goals mentioned above.

The case study presented by Malaysia dealt with an integrated approach to rural development within the context of an Extension Laboratory (EL). EL is a pilot project conducted by University Pertanian Malaysia in collaboration with other development agencies, with emphasis on the development of the people for training and demonstration purposes, including a place for action research. The formation of EL stresses the human aspect as the fundamental principle. It utilizes the institutional approach and aims at training, organizing and assisting farmers to enable them to do things themselves through their own organizations so that all members can effectively benefit from the multifarous services offered by the different development bodies. Full participation of both the extension agencies as well as the clientele is therefore crucial.

The general objective of the EL is to enable the rural community to be fully developed through proper extension methods and development processes to enable them to realize a better quality of life.

The EL is located at Kampung Dusan Tua, a village in Ulu Langat, Selangor. About 450 farm families live in the project area whose source of livelihood is mainly from agriculture (about 2,000 acres devoted to rubber trees, 146 acres to fruit, 121 acres to paddy growing, and 36 acres to cash cropping). The site was chosen for the project because it has the potential for influencing the development of the surrounding area and most important of all, the local community is receptive to the concept of EL.

The implementation of the EL is planned to be undertaken in 5 specific phases. During this period, constant evaluation will be done to identify the weaknesses and strengths of the approach. At the final stage, the approach proven most suitable and effective will be replicated at many other localities in the country. This will go on for several years according to the same procedure adopted earlier. Finally, the approach that has been proven to be most effective and suitable to the Malaysian situation will be recommended to the various development agencies for adoption.

The EL has well-defined programmes in line with its development goals. The programme areas include Family Living Education, Youth development, Leadership development, Development communication, Organizational development, Agricultural production and Management, Environmental development and community planning.

The project was launched about a year ago. It is still too early at this stage to report any significant achievement. However, it seems most encouraging to note that the response from the people has so far been overwhelming as evident by their active involvement in the first and second phases of the project.

A team of five Extension Workers representing the UPM, Department of Agriculture, and the Farmers' Organization Authority has been specially assigned to work in the area. The team's efforts are further complemented and supplemented by the efforts of agents from other development agencies, such as Department of Fisheries, RISDA, Veterenarian and Health Services located in the vicinity of the project area. Thus, co-ordination of development activities is achieved.

Discussions

During the discussion, the following points were made:

1. The participants recognized the important role and function of the Implementation Co-ordination Unit (ICU) of the Prime Minister's Department as a co-ordinating machinery in the implementation of government programmes in Malaysia.
2. The abscence of effective communication is the main cause of the lack of trust between the local people and government agencies.
3. Once the needs of the community have been identified, a quick action is necessary to see that the priority needs are met.

4. Extension agents in the Extension Laboratory are full-time employees of the University Pertanian Malaysia and those of other development agencies, unlike those in Korea where they were part-time, and thus continued availability was not ensured. The full-time employment, therefore ensures the continuance of the extension workers. What is more important is to get the extension worker to stick to the job and this is not purely a question of monetary rewards. What is more important is their sense of dedication and a missionary spirit.

5. The approach adopted by the extension worker in conducting the extension efforts with the farmers depends on how he perceives his role as an extension agent. If he perceives his role as a salesman or as an adviser, chances are, he would conduct the extension work on the basis of traditional top-down approach. But on the other hand, if he perceives his role as an educator, the extension approach adopted by him will be a participatory one with active involvement of the farmers in the whole extension process.

6. Farmers, like anybody else, are essentially rational, who are prepared to change if they perceive that the change would benefit them. If they resist the change, it is not because they dislike the change by nature, but because they have not yet seen why the change is necessary. Therefore, in the attempts to bring about change in the rural communities, it is more important for them to understand the 'why' rather than just the 'what' and 'how' of the change.

7. Every extension worker needs to acquire knowledge and skills in three important areas: i) What to teach, i.e. the subject matter contents; ii) How to teach, i.e. the methodology of extension; and iii) How to approach the people, i.e. knowledge in respect of sociology, psychology, socio-psychology and others.

8. A view was expressed that past experience has shown that pilot or experimental projects do not help much work as they are supported with large inputs from the aid agency which cannot be made available to expand the results to other new areas.

Sri Lanka

The National Workshop in Sri Lanka generally addressed itself to three fundamental issues relating to rural development, namely: i) Community needs identification; ii) Inter-ministerial and intra-departmental co-ordination; and iii) Role of education in rural development. For this purpose, four case studies were presented and discussed: i) Community Health Development Project of the Mahaweli Development Board; ii) The Family Health Education Action Programme; iii) Project Work in the Senior Secondary Schools; and iv) Kumbukgollewa - Village Reawakening and Economic Upliftment Project of the Jatika Sarvodaya Shramadana Movement. Visits to some of the projects were also arranged to have a first-hand experience for the participants.

The National Workshop felt that community needs cannot be effectively determined purely by outside agencies. Neither could it be effective if development programmes are pre-determined by agencies based on their assumptions of what the community needs. In these circumstances, getting

people to participate in the development programme would be difficult. Generally, unless people are involved in the planning, they will not perceive the resulting programme as containing the problems they want to be solved. Hence they would not consider the programmes as their own. Attempts to get them involved in such programmes would become more difficult.

Inter-ministerial and intra-departmental co-ordination is a problem, particularly at the field level. The multiplicity of agencies involved in development efforts makes co-ordination imperative, if the efforts are to produce any tangible results. Attempts at co-ordination are frustrated by the attitudes of ministry officials who are programme-oriented, rather than people-oriented, and who perceive their responsibilities as those of meeting their ministerial targets or goals, rather than those of helping alleviate the problems of the rural poor.

The National Workshop also considered education, particularly non-formal education, as having a very significant role to play in rural development. The village schools could provide linkages between administrators, researchers, development workers and the community.

Several recommendations were made by the National Workshop, some of which are as follows:

a) Educational institutions at all levels should build into their curricula some elements of humanities and social sciences to make students aware of and participate in developmental activities.

b) Serious efforts should be made towards identifying suitable development indicators.

c) Inter-ministerial co-ordination should be achieved through introducing appropriate training programmes for development personnel of different ministries, at all levels. They should be made to become aware of the parameters of development, so that each of them would view the programmes of the other ministries as complementary to those of his ministry, and that they are mutually reinforcing. Furthermore, each development training conducted should comprise participants representing different development agencies.

d) National co-ordination at the field level may be facilitated through making co-ordination mandatory for all development agents, and through establishing administrative procedures whereby working on another agency's programme could be considered as pertaining to the normal duties of the officials, and payments (i.e. subsistence and travel allowances) could be claimed from the agency to which the officer belongs.

e) Better co-operation at the village level could be fostered through undertaking development activities which are community-centred, rather than programme-centred.

f) A suitable machinery for co-ordination at the village level may be evolved through establishing a few village development projects whereby development efforts could be harnessed on the basis of integrative efforts.

Discussions

The following points were made during the discussions:

1. There is no single approach best suited for determining community needs under all situations. Situations vary from country to country, and even between provinces within a country or districts within a state. Hence, the choice of the best approach for ascertaining community needs in a locality depends upon the situation prevailing in that locality.

2. Countries in the developing region have often tried to solve their existing national development problems by creating a new agency, in the hope that such an agency could help solve the immediate problems. This situation has in the long run led to more problems for the countries.

3. Inter-ministerial co-ordination may be achieved through co-operative efforts of all rural development agencies in preparing a single plan of action designed for specific localities, based upon local needs, problems and concerns, as identified by the community itself, in collaboration with the personnel of the development agencies.

4. Much of what is happening to achieve co-ordination is in the nature of co-operation, most of which is on a person to person basis and not in an institutionalized manner. What is needed under co-ordination is a synchronization of the programmes of the different agencies - a programme based on the needs of the community with all the inputs placed in one 'basket'.

Thailand

A major government policy is to accelerate rural development. For this purpose, a variety of development programmes are being implemented in rural areas, and a sizeable amount of government resources is being invested. As a number of agencies are involved in this task, the implementation experiences have brought to focus the need for more co-ordination and co-operation to avoid wastage, optimize the results from available resources, and provide for continuity of development efforts. Thailand has now reached a stage when ideas are being formulated to bring about the desired situation. The APEID/Unesco sponsored National Workshop was thus very timely.

The National Workshop followed the guidelines set forth by the preparatory meeting which was held in August 1977 in Teheran. The participants consisted of representatives from the Ministries of Education, Agriculture, Health and Interior. Regrettably, the top-level authorities from these ministries were not present, but there were representatives from the grass-roots sector, including one monk. These grass-roots representatives contributed a great deal towards the outcome of the Workshop.

The National Workshop focused its attention on four topics. The major outcomes of the discussion are as follows:

Basic needs of rural communities for development and relevant educational inputs

It was stressed that rural development programmes must cater to the needs as identified by the people themselves, for example, income security, social justice, freedom and safety of life in harmony with law and order.

Necessary inputs to serve these needs are: i) education and information on subjects such as vocational training, household management, law and regulations, health knowledge, family planning; ii) encouragement and support in terms of technical assistance and co-ordination for self-help activities; iii) government actions to ensure efficient and relevant services for the people to ensure good livelihood and better standards of living. The villagers noted one obstacle in development, i.e., the government did not seem serious or determined in their effort. This was evidenced by the piece-meal programmes and lack of follow-up programmes.

Facilitating change including identification of change agents and change processes

Any change can be effective and successful if it is initiated by the people themselves, with their full participation in decision-making and implementation. The most important change agents are the villagers, members of district councils, local school teachers, persons who hold the respect of the people, such as the Buddhist monks. The role of government agencies is limited to stimulating the interest for change, and supporting the change with information and facilities.

The National Workshop identified factors obstructing the change processes, and factors within the rural communities which may induce changes. The administrative and operational procedures which may facilitate changes were also suggested.

It was strongly suggested that Buddhist monks should be able to play an important role as change agents, due to their revered position in any rural community in Thailand. Also, to ensure the continuation of development, future change agents must be trained by bringing schools closer to the community. The local leaders felt confident that they themselves could act as change agents, and that they already knew the effective methods to motivate their own people. The existing sub-district councils should act as a decision-making body, and all government programmes should be implemented with the consent and leadership of the council members. The council will identify other change agents in the village as and when situations require them.

Education can be a powerful vehicle for change, and should be an indispensable component of any development programme. The role of education, whether formal, non-formal or informal, should be basically to provide a favourable environment in which knowledge and skills are developed and exchanged, and opportunities for the learners to develop self-confidence and problem-solving abilities, as and when necessary.

Co-ordination and co-operation between formal and non-formal education agencies towards rural development

The National Workshop recognized that both formal and non-formal educational programmes contribute significantly to rural development. It urged all agencies to give immediate attention to the training of employable skills, the creation of rural jobs, and the problem of rural-urban migration.

Suggestions were made regarding possible ways of achieving closer co-ordination and collaboration between formal and non-formal education, among which are: i) sharing resources; ii) extending services to other target populations; iii) adopting common goals and dividing responsibility; iv) developing a model of integrated development.

Formulation of guidelines for an educational development plan that is integrated with rural development

The National Workshop discussed planning and implementation strategies for development programmes focusing attention on: i) establishing criteria for effective strategies; ii) determining suitable mechanisms to carry out these strategies; and iii) proposing alternative strategies.

Development goals should be based on problems identified by the target population, and existing conditions. They should also take into consideration available resources and national and regional policies. Educational programmes, both formal and non-formal, should help people to deal with problems in their lives, and should address development goals independently and jointly. All inputs to an educational programme should be governed by the same principles. All development agency personnel must work together, and all available resources and expertise must be fully utilized.

The National Workshop proposed that a mechanism for organizing and co-ordinating rural development programmes be established at three levels: i) at the grass-roots level, the existing sub-district council should be strengthened; ii) at the provincial level, all committees involved with development should be merged into one provincial committee; and iii) at the national level, an inter-ministerial committee should be set up. Planning should be conducted as a two-way process among the national, provincial and grass-roots levels. The shift to decentralization and integrated planning and implementation has to be gradual.

After the presentation of the report of the National Workshop, the participants of this Advanced-Level Workshop were informed of an integrated rural population development model which is being undertaken in the province of Songkhla in the south of Thailand. It was initiated in 1977 by the Ministry of Public Health, within the National Family Planning Programme, when the Department of Health came to the conclusion that the Family Planning Programme in isolation, was not succesful.

The project covers health, education and agriculture. The objective is to create an integrated model, focused on family planning, and to evaluate the cost-benefit and capability to replicate such a model on a larger scale.

The location for this project is Chana District in Songkhla Province, selected because of its typical socio-economic characteristics. An interesting feature is the "grass-roots workshops" attended by district-level officials in health, education, agriculture, and community development agencies, as well as representatives of the villagers themselves.

Two committees were set up to plan and co-ordinate the project at the district and provincial levels. The existing Village Development Committees and the sub-district council are participating in identifying the needs. The needs are translated into small development sub-projects at the district level and submitted to the provincial committee. These sub-projects are then passed on through regular channels to the respective ministries for consideration and budget allocation. A series of workshops at district and sub-district levels have bene conducted to plan, review and evaluate the sub-projects. The extra resources required are mobilized within the district, and not from outside. The project is in its second year of operation, and an external evaluation is planned for the next few months. The result will determine whether it should be replicated elsewhere.

Discussions

1. A question was raised as to how successful was the family planning programme in a community which has a rather different belief in this matter. The Thai participants responded that in these development projects, more emphasis is placed on behavioural changes, rather than attitudinal changes, as the latter is a long-range process that is very difficult to measure.

What was done was to call a meeting of the community leaders and provide all the relevant statistical data on populations, and rely upon the leadership among the participants toward the right action.

2. Another question was how to identify leaders. An example from Thailand showed that leaders are best identified by the villagers themselves. The village may have many leaders for various fields, and depending on the social structure, the leaders could be religious or administrative. It was suggested that one way of finding out who is a leader in a certain field is to ask the villagers to whom they would go for advice. It is essential to get the co-operation of the people who are highly respected by the villagers, for example, the Buddhist monks and other religious leaders. They, in turn, will be in a position to encourage community participation.

3. The prevailing situation in most of the countries represented in this Workshop is jealousy and competition among the ministries involved in development, which makes co-ordination and co-operation difficult. An integrated project would need the support of the relevant authorities in order for it to be replicated in the future.

4. The preservation of values of the community involved is as important as introducing a change.

5. In any development effort, the power structure is very important. The 'legitimizers' can influence as well as obstruct the development activities.

Iran

The Report of the Iranian National Workshop made available to the present Workshop indicated that the National Workshop was attended by participants from Ministries of Health and Welfare, Agriculture and Natural Resources, Education, Rural Development, Women's Organization, the Literacy Corps, the Institute of Educational and Scientific Research and Planning, the Iranian National Commission for Unesco and the National Committee for World Literacy Programme and the National Centre for Adult Education and Training. The forum was used to let the participants know about the education for rural development component of the programmes of various participating agencies. The discussions of the National Workshop brought to focus that inspite of so many programmes, there was no adequate co-ordination between the efforts of various agencies. Lack of co-operation between the executive personnel of the various projects led to duplication, and later to the eventual suspension of some programmes. The three groups established by the National Workshop examined in detail the problems of: i) identification of the rural needs; ii) co-ordination of formal and non-formal educational inputs; iii) training of personnel for rural development. Some of the important points that emerged as a result of discussions were:

a) The development of learning-teaching materials has to be relevant to the micro-local specific needs and culture of the rural people and has to be developed with their active participation.

b) Involvement has to be created amongst the rural youth to ensure their participation in rural development efforts.

c) Bureaucratic and administrative procedures have to be made flexible to ensure co-ordinating among departments.

d) Rural development should be achieved by the rural people themselves. The change-agent can secure their co-operation only by getting acquainted with local conditions and customs.

e) Many a time, different projects have similar aims, which can be achieved in several ways, but the rivalry among the executing agencies has led to diviation from or neglect of the main aim.

f) Co-ordination of formal and non-formal educational inputs is needed at all levels.

g) Training programmes of various institutes need revision to meet the needs of formal and non-formal structures.

Many specific recommendations were made and some training programmes were recommended for consideration of different agencies.

In the present Workshop, the Iranian participants presented two case studies involving the training of rural women as agents of development. As development has to be concerned with the proper means as well as the ends, the "agents of development" play an important role in facilitating the process of development by mobilizing the people's developmental potential and actual participation, which represent essential means towards achieving the ends. The major effort in the two experimental projects is to mobilize community efforts through raising the awareness of rural women in the utilization of government services, hygiene, handicrafts as income supplement, and the advantage of literacy.

The first case study was on the Saveh Project involving an experiment of a functional literacy programme for rural women taught by the villagers themselves. For integrating the literacy input, a handicraft co-operative was established in the village. The programme demonstrated that an increase in knowledge and skills had a direct effect on the expansion of social participation of women and their economic assistance to their families. Mobilization of the necessary resources, setting up of an effective and active executive organization, creation of viable economic activities, provision of easy reading materials, are of paramount importance to the success of functional literacy programmes.

The other case study concerned the experimental workshop for training village agents to help them acquire the skills and attitudes of self-reliant individuals, capable of logical thinking and dealing with their environment, in order to help their community to deal collectively with their own problems, while maintaining their cultural values. The workshop was organized in a number of central villages each surrounded by neighbouring villages from which the participants were recruited. The trainers were selected and trained, and later these trainers would organize a four-month workshop for 10-15 rural girls from other villages to train them in relevant knowledge and awareness, hygiene, handicraft skills and literacy teaching techniques. Self-learning and practical experience are the major distinguishing characteristics of the workshop. The trainers afterwards acted as supervisors and consultants in follow-up visits. The two-week training course for trainers was felt to be inadequate. It is premature at this stage to assess the impact of the experiment.

The Workshop had the benefit of sharing the experiences of the National Literacy Crusade. The literacy programmes in Iran are functional, development-oriented and based on participatory processes. The 13,000 local committees are the backbone of the movement and a means to mobilize the local community resources. The experience of the Crusade has shown that the most effective teaching-learning materials are those that have been prepared locally through a decentralized process. The length of the literacy period has to be short, say four to six months, but follow-up groups for constant improvement of skills and fostering social awareness have to be established. The programme utilizes local instructors and training takes place in two steps, the initial and then on-the-job, which have contributed to the success of the programme.

With the objective of achieving comprehensiveness and co-ordination of structure and programme, Iran is planning to reorient the National Committee for World Literacy Programme toward a non-formal education structure. Comprehensiveness and co-ordination is planned to be achieved not only at the national level, but also at the provincial and local levels. The plan also calls for the establishment of a National Association for Non-Formal Education.

Discussions

1. A relevant comment was put forward that many experimental projects come and go, leaving no trace behind. How can an experimental project be linked to the existing structure so as to ensure continuity, while avoiding the weaknesses of the structure? This question should be kept in mind by the organizers of such projects. However, one way of seeing it is

that the answer is already built in the project in question, i.e., those trained personnel hopefully can continue carrying out the objectives in their communities. Progressive participation started by the women will certainly have an effect on community particiaption in development.

2. There are various roles that can be taken up by change agents: advisers, salesmen, demonstrators. How a change agent perceives his role in relation to his clientele is important. The Iranian example is to create more awareness in the change agents as to the possibility of change while working hand-in-hand with the people. Thus, their roles encompass all aspects of the above, for through them the rural women will absorb the social awareness, knowledge of hygiene, literacy and handicraft skills. The process was designed to be a two-way dynamic system where all involved can collectively improve their socio-economic well-being.

3. There has not yet been a final cost-benefit analysis of both programmes. It is, however, recognized that there is no reliable means to measure the social cost-benefit situation which involves human elements and a long-range perspective.

4. As to the question why in the two presented cases the programmes only concentrate on women in the communities, it was reported that the immediate concern of the organizers was the higher illiteracy rate among rural women, and that women have been passive members of the society. Since the women's major role is in the household, it was thought that knowledge of family hygiene and handicraft skills to supplement family income would be most useful to them. Hopefully, through such projects, more women would become confident members of the family and community.

5. A question was raised as to how long a training course for the trainers should be. The Iranian experience showed that two weeks were not adequate to enable the potential trainers to acquire necessary skills for the performance of their functions. On the other hand, if the duration is longer than that, the trainees would become rather too 'obsessed' with their newly acquired knowledge and skills and would try to see themselves as separate from the rural people while performing their functions. If the training is organized in a setting which is entirely different from the rural scene and environment and is of a longer duration, say about one year, it tends to alienate the trainee. This is a situation which should be avoided.

6. Non-formal structures need to be generated by giving educational components to each rural development programme. There is a need to look for and provide links between formal and non-formal structures, leading ultimately to the concept of a learning society.

## Chapter Three

## STRATEGIES FOR IDENTIFICATION OF REAL NEEDS OF THE COMMUNITY

This and the following three Chapters are based on an in-depth study of the topics by an inter-country group whose report was presented to the full plenary, which made its observations and comments on these group reports, which were then revised by the groups in the light of these observations and comments. The synthesis, as it appears, is thus based on the contributions of the entire Workshop.

1. The Workshop firmly believes that all rural development programmes must be developed based on the needs, interests, problems and concerns of the people who are going to be affected by the programmes.

2. People will resist programmes and activities for which they cannot perceive a need, and if they are forced into such programmes, little or no change will take place. This means that development programmes must be relevant to the people's situation if they are to be motivated to participate in the programme.

3. 'Need' here is conceptualized as the difference between the present situation and the desired situation. Needs are seen essentially as a state of tension in an individual. They exist when an individual feels he does not have something which he ought to have. This state of tension continues to exist until he is able to achieve the thing he feels he must have.

4. Development agencies cannot take lightly the task of relating programmes to the needs of the community. The contents of programmes designed to effect educational change among the people cannot be determined through hunch or hearsay. Change agents cannot assume that what is good for one sector of the population will be good for other sectors. Rather, they must know how the needs of the clientele could be identified and the sources of such needs.

5. Change agents must be capable of identifying the leaders within the community and establishing effective linkages with these leaders through meaningful interaction.

6. Programmes of educational change must begin with the people, where they are in the initial stages of the change process, rather than attempting to call people's attention to needs with which they may be unfamiliar.

7. Change agents must recognize that the change process is slow and that its beginning commences with the perceived needs, interest, problems and concerns of the community.

Both the potential community and change agents must be involved in the diagnosis and identification of needs that will ultimately constitute the basis for a development programme in the community.

8. A New Strategy: Considering the experiences of the participating countries in regard to their strategies for identification of community needs, and based on the deliberations, the Workshop suggests a new strategy which may be useful and practical in identifying community needs of their respective countries. The proposed strategy is given below:

8.1 Change agents must become intimately acquainted with, and knowledgeable about, the community in which the development programmes are to be affected. This will result in changes desired by the community. They must create an atmosphere of trust and confidence in the community and prepare the stage for active involvement of the community in the development programme.

8.2 Change agents must identify the social groupings existing within the larger social system, giving particular attention to the defined goals of the groups; their membership, patterns of interaction, values, beliefs, sentiments, norms, leadership and social and cultural origin.

8.3 Based upon a thorough diagnosis of the social groupings and their perceived relevancy to the mission of the development agency, change agents must determine the target group (community).

8.4 Change agents must identify leaders within the target group and set about to interact with these leaders through informal and meaningful dialogue. Such dialogue should be characterized by the exhibition of empathy and understanding on the part of the change agent, and should be originally focussed on a discussion of needs as perceived by the leaders of the given community.

8.5 Change agents should initiate a training programme for the identified leaders whereby they could acquire knowledge and develop skills necessary for identification of community needs.

8.6 The identified leaders, in collaboration with the change agents, should proceed to collect facts regarding the given community. This exercise is important in order to determine the present situation as well as the desired situation of the community. Three facts are of primary concern at this point: i) What facts are needed?; ii) Where can they be obtained?; and iii) How to get them?

8.6.1 Facts needed: Social, economic, technological and other facts considered relevant by the community.

8.6.2 Sources of facts: People who are going to be affected by the programme, relevant informations; and relevant documents.

8.6.3 Method of collection: Personal interview and dialogue, group interview, observation, and examination of relevant records.

8.7 Identification of needs and problems:

8.7.1 Data collected are tabulated and analyzed.

8.7.2 From the available information, the community leaders and the change agents should be able to identify existing problems. This could be done through comparing the real situation with the desired situation as evident from the data. The difference between the present and the desired situation constitutes the needs or the problems.

8.7.3 In addition, the community leaders and the change agents should also be able to identify additional problems which are evident from observations, examination of relevant documents, and information given by the relevant informant.

8.7.4 When the problems or needs of the community have been identified, priorities are then determined, based on the following criteria:

8.7.4.1 Consensus of the community

8.7.4.2 Feasibility

8.7.4.3 Attainability

8.7.4.4 Consistency with national policy and priority

9. Objectives of the programmes are developed by the community in collaboration with the change agents. The objectives are developed based on the identified needs of the community. They must be feasible, attainable and consistent with the national policy and priority.

10. Project activities are organized by the community together with the change agents, designed to accomplish the objectives of the programme.

11. Implementation of the project activities by the community has to be done on the basis of a proper plan of action.

12. Programme evaluation should be carried out continuously in the community in collaboration with change agents, both in terms of product as well as the process.

13. It is felt that this strategy, if adopted, will enhance the community's participation, not only in the identification of its needs, but also in the whole process of development programming, including its implementation. This suggestion is based on the rationale that unless people are involved in planning, they will not perceive the resulting programme as one that contains the problems they want solved.

## Chapter Four

## FACILITATING CHANGE: LEADERSHIP AND TRAINING OF CHANGE AGENTS

### Introduction

1. Taking into account the experiences of each participating country on matters relating to the efforts of change agents in attempting to bring about change in the rural community, the Workshop agreed that change agents are essentially facilitators of change. Their responsibility is to help bring about change in the community.

2. Different approaches, as practiced in different countries, were highlighted in the discussions in attempts to explore the best possible strategy for facilitating change in the community. The general consensus was that the traditional approach is the least suitable for bringing about change in the community.

### Traditional Approach

3. The traditional approach has been one of directives from top to bottom. This approach has been one where the change agencies decide what they feel the people's needs are and proceed on that assumption. The change agents then decide, plan, organize and prescribe for the people.

4. The change agents conceive their role as that of transferring new ideas or innovations to the people for adoption. Communication has thus been conceptualized by the change agents as a transfer of ideas or information from the active sender (change agent) to the passive receiver (the community). The direction of communication is usually one-way, from top to bottom, from change agencies to the community.

5. There is enough experience to show that this traditional approach has not worked out very well for several reasons, among which include:

5.1 Wrong assumptions about the people in the rural community. They are assumed to be ignorant, traditional and resistant to change. Therefore, the task of the change agents is to 'persuade' and 'convince' the 'ignorant' and the 'unwilling' people to change.

5.2 False assumption that new technologies and other essential resources to facilitate their acceptance are readily available to the community.

5.3 Lack of consideration given to the relevancy of the new technology to situations prevailing in the community. It is usually assumed that all technologies developed by research are relevant to the community and are consistent with its needs, although in almost all cases the technologies are developed in isolation from the community.

Alternative Approach

6. The Workshop therefore considers an alternative approach to development efforts imperative if the efforts are to produce tangible results. This approach should be one of dialogical and active involvement of the community in the process of programming. The programme should be based on the community's needs, as identified by the community in collaboration with the change agents.

7. The Workshop believes that rural people are basically intelligent and are willing to change if they perceive that the change will benefit them.

8. In the light of this, the change agent has to play a new role and establish a different kind of relationship with the community. He should perceive his role as that of a 'facilitator'. His function is to facilitate the change by providing an atmosphere in which the community can become actively involved in the development process.

Qualities of a Change Agent

9. As a facilitator of change, the change agent must develop in himself a style of leadership conducive to the development of an atmosphere of trust and confidence that fits with the value-systems and the culture of the community in which he operates.

10. It was noted the experience in Iran has shown that endogenous change agents tend to be more effective in their community work relative to those that are exogenous. There are many experiences to the contrary in some other countries. It is therefore felt that more in-depth research should be conducted in different cultural situations to determine the appropriate profile of the change agent for the specific situation and the factors related to his/her success or failure.

11. On the question of qualities essential for an effective development worker or change agent, the experiences of different countries strongly indicate that among the qualities considered important which could be acquired and developed by the change agent through his own training situation include:

11.1 A sense of dedication and willingness to spend extra hours beyond official time in the community.

11.2 Love for the job and willingness to learn from others, particularly those in the community, recognizing that a vast source of knowledge is available with the community itself. A feeling of job satisfaction is a must.

11.3 Functionally competent and having high credibility in the eyes of the community.

11.4 Ability to communicate effectively with the people. Many a times, the language and terminology that the change agent uses is very important. The more it is closer to the community's own language the terminology, the better are the chances of success.

11.5 Ability to co-operate with people and to co-ordinate his activities with those of others.

11.6 Ability to help the community solve problems.

11.7 Humble, honest, sincere and trustworthy.

Training of Change Agents

12. The experiences of each participating country point to the fact that the following types of training are important for all categories of change agents:

12.1 Pre-service/Initial training;

12.2 Orientation training;

12.3 Refresher training; and

12.4 Developmental training

13. Pre-service training is normally given to an individual prior to becoming a change agent. Initial training (as practiced in Iran) is given to a "change agent" who is in the process of becoming a full-fledged change agent".

The purpose of this training is to enable the would-be change agent to acquire basic knowledge and skills necessary for the performance of duties and responsibilities as a change agent.

14. Orientation training should be aimed at acquainting the new agent with his organization, his place in it, and the part he is expected to play in the organization.

The subject-matter content of such a training may include:

14.1 What the organization does, and the products of its efforts.

14.2 How it is organized, where the individual's job is located in this structure, and how that job is related to other jobs around it.

14.3 The objectives of the organization, as well as its philosophy, policy and its major procedures.

14.4 How the agency operates and what it does.

14.5 Something about the history of the organization.

14.6 The working conditions.

15. Refresher training should be aimed at keeping the change agents up-to-date as well as to brush up the knowledge they have already received.

The objective being to enable the change agent to maintain his knowledge and skill levels. Experiences indicate that change agents have not been provided with adequate refresher trainings.

This training must be given periodically to the change agents.

16. Developmental training is important to help develop and improve the knowledge, skills and abilities of the change agent so that he may ultimately perform work of greater responsibility than his present position entails. It should be designed to broaden his knowledge and experience.

17. It is felt that these types of training are essential for all categories of change agents. These should be problem-oriented and experience-based. These can be in the form of internship or attachment, block training (as experienced in Iran), and other forms relevant to the needs of different categories of the trainees.

18. The contents of the training should be developed based upon the needs of the trainees relevant to their job situations. Trainees should be involved (directly and/or indirectly) in deciding what to learn, and how to learn. The methodology of training should be that of problem oriented, participatory, and group processes.

19. Apart from providing the change agents with the forementioned trainings, they should also be furnished regularly with new technological information relevant to their job, through publications written in language easily understood by them and their clientele. These publications should be marked directly to them at their job locations.

20. There should be adequate follow-up and constant evaluation to determine effectiveness of each training provided.

21. There should exist in each development agency positions of subject-matter specialist who could help provide the change agents with up-to-date information on various aspects of development technology through training and publications.

The subject-matter specialists could help find solutions to the community's problems when such problems are beyond the ability of the change agent to solve.

22. An integrated training programme should be adopted in the training of change agents for rural development work. Under this programme, change agents of different development agencies could be brought together with one single training programme and undergo instructions based on an integrated content relevant to the needs of the trainees.

Concluding Remarks

23. Considering the importance of the role of training in preparing change agents, the Workshop would like Unesco to consider the following:

23.1 A regional training programme be organized for the training of trainers of change agents under the auspices of Unesco.

23.2 Such training would be useful in providing opportunities for trainers of change agents of different countries to interact and share their common experiences which in the long run will help render the training programme of each participating country to become more effective.

## Chapter Five

## INTEGRATING FORMAL AND NON-FORMAL EDUCATION INPUTS IN RURAL DEVELOPMENT PROGRAMMES

### Introduction

1. Formal education, non-formal education and informal education are by now common terms in educational circles. Various definitions have been attempted to distinguish them. The existence of these definitions implies that there is a clear-cut division among these types of education and that such division is desirable. The Workshop felt that though such division may be necessary for planning and administering programmes of education for rural development, it is very misleading and it impedes, to a great degree, the mobilization of resources, both human and material, toward the goal of education for development.

2. These different names for education can be traced back to the fact that traditionally education was identified with schooling - schools, colleges and universities. Thus, such educational activities, that involve chronologically structured curriculum and specific entry requirements, which are characteristics found in these institutions, are called formal education and other organized educational activities in or outside these institutions, which do not have the same characteristics, are being termed non-formal education.

3. The experience of the participants shows that the on-going formal educational structures, which have so far dominated the educational scene, have rather failed to respond to provide the needed educational inputs for rural development programmes. However, there are some experiences where schools are trying to re-orient their programmes to serve as community education centres. On the other hand, all the countries have developed and implemented a variety of non-formal education programmes to cope with the task of providing the crucially needed educational inputs for rural development.

4. Considerable resources have already been and are being invested in the formal educational system, which need to be utilized to their optimum by diversifying and enlarging their programmes, activities, methods and structures to meet the ever growing need of education for rural development. Even the role of teachers has to be perceived in the light of development needs.

5. As a variety of non-formal education programmes have also come into being to meet the new challenges of education for rural development, and increasing resources are being diverted for their implementation, the Workshop feels there is an urgent need to co-ordinate these efforts of various agencies in a total programme of non-formal education.

6. What is of utmost importance is to establish meaningful and effective linkages between these two systems of education, so long as they continue to exist (as is the reality at present), by designing various forms of alternative structures and integration styles. The ultimate idea is to create a learning environment where one continues to learn throughout his life, choosing his own structures and methods appropriate to his needs and conditions at a particular given time.

7. The problems of integrating formal and non-formal education are many. However, due to time constraint it was felt necessary to focus attention on a few broad aspects. These included:

i) the objectives of education in general;

ii) the structure of education system;

iii) the approaches and methods used;

iv) the principal human resources involved; and

v) the financial and physical resources and facilities or inputs utilized.

Objectives of Education

8. In integrating formal and non-formal education, it is important in the first instance to integrate the ultimate objectives of education. Education should be aimed at the creation of an awareness about man in relation to his environment, the stimulation of the intellect and the changing of attitude in order to increase one's functional dynamism in and collective promotion of society. In short, to prepare men and women to become the agents of change as well as its beneficiaries. With this as the ultimate objective of education, formal and non-formal education can be seen as a continuum of a continuous learning process, be it conducted within or outside the formal educational structures, which still predominate in the educational scene of all the participating countries.

9. In view of the above, it would be apparent that both formal and non-formal education should strive to achieve the same goal. There will, however, be differences in the structures, programmes, methodologies, instructional materials in a given context. The formal educational system has been and even now is generally more directed towards giving basic knowledge, while the non-formal system, as it is being implemented today, is directed more toward the development of work-related skills and attitudes for facilitating the attainment of rural development goals. It is felt that as integration becomes more and more effective, even the structures and the content of both the educational systems would come to a meeting point so that education will be a continuous process covering the entire life cycle of every member of the community.

Structure

10. As already indicated, formal education is always associated with schools, colleges and universities which is thus space-bound, time-bound, upwardly graded and the programmes are often urban-oriented. This system is administered by the government through the ministries and departments of education which haye their own hierarchy. This results in the ministries and departments of education having a monopoly over education,

which, however, stops at the point where the clientele leaves the system (and that is true for a rather small section of population which is fortunate enough to have an access to education). Further education, and even the basic education in respect of those who are not fortunate enough to reap the benefit of formal system, therefore, would have to be provided by other non-formal education structures which could include agencies such as the Ministries of Health, Agriculture, Culture, voluntary organizations, etc. This, however, can cause difficulties of co-ordination of efforts and mobilization of resources. The programmes of the various agencies often do not reinforce each other in order to give an integrated educational system outside the responsibilities of the Ministry of Education. The problem of co-ordination is one of the most difficult problems in integrating the two systems in order to provide an opportunity for a continuous education in the life of community members.

11. To overcome this problem, the formal and non-formal education programmes of various ministries, departments, and voluntary organizations must be reviewed at all levels and efforts be made to identify the educational dimensions of the various programmes so that these can be co-ordinated, and wherever possible, integrated with the programmes of the ministry/department of education which happens to have the major responsibility for educational programmes in all the countries. Such co-ordination and integration should consider the optimal use of the available facilities of the already developed formal education system such as schools, colleges, and universities for giving further education to members of the community at large. This will gradually also help to extend ultimately the so-called formal education programmes to cover various other needs of community development as currently undertaken by other government and non-governmental agencies. A national level committee should take the overall responsibility to ensure such co-ordination and integration, so that formal and non-formal education will not be going in different directions with resultant waste in national resources.

12. The placing of responsibilities for education with the ministry/department of education in the formal sense and with other agencies in the non-formal sense also creates a lot of departmental jealousies and parochialism. Each ministry will vie with each other in order to get a bigger allocation and their programmes most often would have serious overlaps, which can lead to wasted efforts and resources, both in terms of manpower and funds. This can be overcome if a national committee, as proposed earlier, is given the necessary authority to co-ordinate and integrate various programmes dealing with education before each ministry prepares its budget, especially in regards to the establishment of physical facilities such as training centres, cultural centres, libraries, etc. This will reduce the need to establish such facilities under every ministry or for each individual programme. It is felt that all such facilities should be used for both formal and non-formal education, specially when resources are a big constraint in all the countries. The ultimate goal has to be removing the distinctions between the formal and non-formal systems.

Educational Methods

13. The formal education system as constituted by the network of schools, colleges and universities is often geared to provide a book-oriented type of education with certificates, diplomas and degrees issued

to acclaim the level of education attained. Community education in terms of the needs of rural development work has not been given due recognition and emphasis in the curriculum of study. This should be remedied so that the products of the so-called formal education system will be more functional within the community they live in and not seek employment outside, especially in the urban centres. This will demand some sort of 'deformalization' or 'making the formal system more flexible' in terms of structures, content, methods and materials and facilitating multi-lateral entry points whenever someone wants to return to or enter the formal system.

14. For dealing with the education of adults and youths even with the formal system or non-formal system (specially for those who have left the formal education system), education programmes should not be of the teacher-student type only, but should provide maximum opportunity for a learning experience directed towards the sharing of knowledge and information between the facilitators and the programme participants, the inculcation of new values conducive to development and the upgrading of functional skills that can make the participants more effective in their sphere of life activities.

15. The community itself should ultimately become a healthy learning environment, where education, through acquisition of knowledge, values, and skills conducive to development goals, could take place continuously through sharing of experiences between members of the community. All education for rural development activities should, therefore, be directed at developing such an environment.

16. The process of education should, therefore, become a continuous affair, (recognizing that early childhood period is most crucial when attitudes are developed for shaping the future), where children, youths and adults, while participating in and/or after completing their so-called formal education (if they are lucky to have that opportunity) can pursue their education through the community education framework to develop their potential to become effective participants in their own and the community's development. It may be emphasized that the formal system will have to make itself 'more flexible' to provide opportunities to youths and adults to go back to school for a more structured and formal education programme to attain the level of education that they may desire to have, at any time in their lives, because the incentive structures in the society are still too much influenced by formal diplomas and certificates.

Principal Human Resources

17. Teachers are often considered as educational personnel paid to provide formal education in the schools, colleges and universities. They are not tapped to undertake educational programmes aimed at the community as a whole. This concept needs to be changed, so that their expertise can be used for acting as change agents and facilitators of further learning in developmental activities. On the other hand, the formal education system bars the entry or employment of capable community members to act as teachers because they do not have the necessary paper qualifications or experience. This system should be reviewed and changed so that capable members of the community can be utilized for the community education programmes wherever they are being provided, either through formal or non-formal structures.

18. The training of personnel for the so-called formal education system itself is often too academically oriented. The trainees should be exposed to the problems of the community within the context of development so that they could perform their due role in the process of education for rural development. Whenever necessary they should be retrained. On the other hand, community members with the capacity to become facilitators and change agents should be given the appropriate academic exposure. In this way an integration of academic and experiential knowledge will be affected.

19. In promoting an integrated and continuous education system for the community, all available human resources should be given due recognition and their role should be properly spelled out. Such human resources should include not only the teacher but also parents, community leaders, personnel of voluntary organizations and other officers of the government who are undertaking extension work in the rural areas. The community must utilize all of them as effectively as possible, without allowing rigidity in the methods of recruitment, terms and conditions of service, salaries and allowances, etc., to prevent the utilization of these people in the course of providing the necessary educational inputs to members of the community in which they serve.

Inputs

20. Considerable amounts of money and resources are being allocated to the formal education system. Mechanisms need to be developed to optimize the use of these resources by making their facilities available for organizing educational experiences for youths and adults who are outside the school system through non-formal methods and approaches. There is an equal need for locating locally available unused and underutilized resources which until now have never been seen as 'educational resources' to cater the various emerging educational needs of rural development programmes. In addition, large resources for educational inputs are available in ministries other than education and voluntary organizations which can be easily tapped for co-ordinated non-formal programmes.

21. In many countries, inputs in terms of curriculum contents, which are by and large centralized, and thus rigid, do not allow much room for adaptation to and incorporation of local values and conditions. This situation tends to alienate education programems from the immediate environment in which they are offered. To the greatest extent possible, schools, colleges and universities should be given more authority and support to tailor their programmes to serve what they consider are the needs of the community. This will ensure relevancy of all educational programmes to local environment and facilitate the desirable community participation.

General Strategies and Recommendations

22. The education system in the developing nations should be seriously reviewed to:

i) do away with rigidities in terms of structuring for delivering formal and non-formal education;

ii) maximize the use of resources in terms of men, money and materials;

iii) provide for a mutually interacting system of education in or out of the schools; and

iv) provide for continuous educational facilities from school to life.

Only such a system can provide for a continuous and life-long education where life can become a total and holistic educational experience.

23. The allocation of resources for various aspects of development such as education, health, social welfare, agriculture, industry, etc., should be reviewed. All development programmes in general, and community development programmes in particular, should have an educational dimension aimed at providing a new awareness, new knowledge and new skills to members of the community. Such education can be provided either through the so-called formal or non-formal system - both of which should try to merge at the point of creating a new self-educating and self-reliant man with all the physical and mental energy to participate actively in the development of his community and his nation.

24. Though most of the above proposed strategies have emphasized the making of formal education structures more flexible to meet the needs of education for rural development, some strong opinions were expressed that the task of education for rural development is so huge, that formal approaches alone will not be able to take c re of all the demands, and non-formal structures will have to be relied upon heavily for quite sometime. In view of this, there is a need to undertake socio-anthropological research studies to develop alternative structures, methodologies and materials which could be used through non-formal systems. Equally, there is the need to co-ordinate various non-formal education inputs by providing for a co-ordinating machinery in the form of a national committee which would focus its main attention to non-formal system. This could be carried out by the national committee which has been proposed under paragraph II.

## Chapter Six

## INTER-MINISTERIAL AND INTRA-DEPARTMENTAL CO-ORDINATION AND COLLABORATION

Having deliberated on the experiences of the national workshops in general, the Workshop concentrated its attention on the problems and issues relating to inter-ministerial and intra-departmental co-ordination and collaboration, which was seen as a crucial element in the successful implementation of all the programmes of education for rural development. Based on discussions the following problems were identified:

A. Inter-ministerial and Inter-departmental

1. The lack of integrated and co-ordinated planning among related ministries and departments.
2. Ineffective co-ordinating and co-operating machinery in the process of implementing activities at all levels.
3. The absence of effective and efficient resource allocation systems and evaluation systems at various levels.
4. The lack of vertical and horizontal information gathering and delivery systems.

B. Intra-departmental

1. Jealousy among the officers in the various sections of the department, resulting in implementing their own segments of the programme for their own personal benefits in terms of promotion, obtaining fellowships, etc., due to the present evaluative mechanism for assessing work performance.
2. The presence of red tape between sections in a department at various levels which hinders effective co-ordinated implementation of programmes.
3. The lack of collaboration between heads of various sections in a department due to personal conflicts.
4. The lack of direct and effective communication in a department between the top level and field level implementation personnel, with the result the proper directions do not reach the field personnel.
5. Ignorance of the programmes implemented by other sections in the department due to the absence of effective communication channels.
6. Bureaucratic structures, and linear hierarchy, at times leads to inhibiting the flow of innovative ideas from a junior level to the higher one, especially when the head is just marking his time in that position to move to some other position, as a result of frequent transfers which do not allow a person to associate himself with, and commit to, a project in his area.

7. The lack of clear directives in the total chain of command through the local head's own confusion about clear direction of the policy from the directorate.

Country Experiences

Many efforts are being made in the participating countries to grapple with the above problems during the course of implementation of their rural development programmes. Following are some of the key experiences:

Republic of Korea

1. Korea has experienced a rapid economic growth through successful implementation of a series of economic development plans. This provided a dynamic force for development in all aspects of human life. The per-capita income in rural areas became higher than that in urban areas since 1974, which is a pointer towards the successful implementation of the programme.

2. The new nation-wide campaign for community development, called Saemaul Undong, has resulted in a remarkable achievement in spiritual enlightenment of the community people, improvement of living conditions and infra-structure, and boosting of income. The critical events and factors leading to the success of this movement are: political stability and strong support from the highest authority of the government, planning and co-operation mechanisms at all levels, are the most important factors in achieving inter-ministerial co-ordination and co-operation. In addition, effective leadership training attempts to build skills and attitudes which contribute to develop the spirit of co-operation and collaboration at various levels. Another input is the effective Saemaul education in formal and non-formal school systems for which a long term integrated plan of education for development has been prepared. The community leaders' devotion also helps to remove jealousy and self interest.

3. Saemaul education, as an expediting and reinforcing factor for community development is contributing to the development of community by the external-quantitative change through practical-technical education and by the internal-qualitative change through revitalization of the work ethics, such as self-help, diligence, co-operation, self-reliance, honesty, endurance and local patriotism.

4. The comprehensive long range economic development plan which has been prepared by the Korean Development Institute (KDI) to cover the period 1977-1981, has ensured to see that the efforts of various ministries are properly integrated and co-ordinated. The aim is to change the rural areas from their present situation to that of an affluent society, within a highly industrialized society by the 1990's. The long range educational plan which is being developed by the Korean Educational Development Institute (KEDI) is within the framework of the long range economic development plan to provide for the needed educational inputs with emphasis on Saemaul Education, balanced development of education among localities, science and technological education and non-formal education.

**Malaysia**

1. In Malaysia, the government realized the need for a co-ordinating machinery right from the time when independence was achieved in 1957. In the early days of independence, during the first and second Malaya Plan, under the RED Book System - co-ordination was done through the Ministry of National and Rural Development, with the introduction of the National Operation Room Technique, which was based on the military pattern and a single line of command.

2. Rural development has always been the main concern of the government in every 5-year plan. The rural and agricultural sector has always been a priority and allocated a very substantial sum of money.

3. During the Second Malaysia Plan, the function of co-ordination was taken over by a newly formed unit directly under the Prime Minister's Department, i.e., the Implementation, Co-ordination and Development and Administration Unit (ICDAU). The unit is now known as Implementation Co-ordination Unit (ICU). It now functions as an ombadsman unit and controls the whole development process through its computer unit which has recently been established. All the development projects and problems and relevant data are kept and monitored by this unit and do a direct service to the Honourable Prime Minister.

4. In Malaysia the inter-ministerial co-ordination and collaboration is done horizontally through the cabinet meetings where decisions are made collectively by the various ministers and the policies decided are thus further translated through the meetings of the Secretary-Generals of the various ministries.

5. At the ministry level, the policies are spelled out in terms of programmes during the ministry's own co-ordinating committee, which comprise of the various heads of department or statutory agencies under the ministry. This committee is either chaired by the Minister himself or the Secretary-General. From this level, it transgresses to the departmental levels, where the committee is comprised of the heads of State Department, where the programmes are translated into workable activities and sub-activities. The Heads of State Departments then direct the activities and sub-activities to the district heads of department for implementation at the grass-roots level. (N.B. The function of the Federal Department, for example, in matters concerned with land, forestry, agriculture, fisheries are merely advisory, because these matters appear under the State's lists and the state is autonomous in these matters.)

6. On the horizontal level the programmes of various ministries and agencies are co-ordinated in areas where they seem to be overlapping or unintegrated, by the Prime Minister's Department through ICU at the Federal level. Ministries and Federal Departmental agencies' policies and programmes are synchronized at the National Action Council's (NAC) fortnightly meeting, which is chaired by the Hon. Prime Minister, which will make decisions on inter-related policies and programmes. After the NAC has so decided, further problems of implementation are discussed and co-ordinated at the inter-departmental and agencies meeting under the supervision of the ICU, at the Federal Level.

7. At the State level, the problems of implementation of different departments are co-ordinated at the State Action Committee (SAC), which is chaired by the 'Menteri Besar' or Chief Minister and the Secretary is the State Development Officer (he is a representative of the ICU at the State level) and at the State Department Committee which is chaired by the State Development Officer. These committees meet every month. At the SAC, members of both Parliamentary seat and State Legislative Assembly are invited to attend. Various committees are also formed at state level to specialize in certain specific functions, for example, Community Development.

8. At the District level, the co-ordination is done by the District Officer, who heads the District Action Committee (DAC) and the District Development Committee (DDC). The members of the DAC comprise of heads of departments at district level and members of Parliament or State Legislative Assembly. But the politicians are not present during the DDC meetings.

9. At the inter-departmental meetings at the various levels, problems of implementation and strategies are thrashed out in trying to deliver the goods to the people on the ground.

10. At the intra-departmental level, co-ordination of programmes and activities are thrashed out and streamlined through the department's morning prayers.

11. At the village level, there exists a committee called the Village Development and Security Committee (VDSC), which is chaired by the village headman. The members of the committee are nominated by the District Officer and appointed by the Menteri Besar, or the Chief Minister. Democracy, in terms of elected representatives at the village level, is still not conducive as security against subversive infiltration is still of concern to the government. But the selection of the members comprise representatives of various interest-groups in the village and it is democracy in terms of decision-making.

12. Malaysia has tried to ensure participatory processes by involving the people at the grass-roots level to decide for themselves what their needs are. The government, on the other hand, through its various departments, tries to provide to the people what is due to them.

13. The various co-ordinating machineries described above are not without problems. Problems arise because of each one trying to protect one's own departmental prestige and programmes due to the evaluative methods which are being used to assess progress. Lack of understanding of policies and objectives of various departments is another problem. Recognizing these problems, which have hampered the smooth and efficient delivery of goods to the people on the ground, the Government has now implemented the Programme-Agency Matrix type of evaluation by the ICU. Now the various ministries and agencies are directed to focus their programmes in interrelation to the NAC and SAC, making everyone responsible for each other for the success of a programme.

14. The Government has realized the need of inter-personal co-operation in every department. Since this involves a lot of human factors, courses are being organized at the National Institute of Public Administration (NIPA) on a "stay in" basis, where officers from various depart-

ments attend the course in order to create a right atmosphere conducive to co-operation and collaboration when they go back to their respective departments. The Malaysian Administrative and Diplomatic Service Officers are now required to undergo a one-year training at NIPA, where they stay together in the same building and sit for their examinations to graduate with a certificate in Public Administration, before they go out to serve the people. The training aims to attain better collaboration later on at the inter-ministerial and intra-departmental level. The factor of collaboration among officers is accepted as a step towards better co-ordination, because we are dealing with human factors in administration and not mere machines.

Sri Lanka

1. The Ministry of Planning and Implementation plans and co-ordinates the economic and developmental plans at the national level.

2. The District Co-ordinating Committee, headed by the Government Agent of the district, and in which heads of government departments of the district, Chairman of local bodies, assistant government agent of the district, members of National State Assembly are members, co-ordinates the developmental work of the district.

3. The Divisional Co-ordinating Committee, headed by the Assistant Government Agent of the Division, in which all the heads of government departments of the division, chairman of local body, members of National State Assembly and representatives of rural development societies are members, co-ordinates the developmental activity of the division.

4. At the village level, there are representatives of various development agencies which carry out the rural development programmes of each agency in which education is a component. Each agency carries out the programme with the co-operation of others.

5. In schools, health projects are carried out by the senior students. The projects are initiated by the school and they obtain the services of various departments. This co-ordination responsibility is of the school.

6. Department of Rural Development supports and supplements the activities of various departments in the villages.

7. Village level action committees have been set up in about 500 villages, for the implementation of family health education action programme. The village level action committee is composed of all formal and non-formal leaders who are involved in some welfare activities of the village.

8. Ministry of Education has started on a programme of adult education, in which various departments participate.

Inspite of the above infra-structure, many problems continue to exist to achieve co-ordination and collaboration, especially at the implementation level. What is needed is establishing communication between various ministries and departments so that each one is aware of the others

programmes and thus could reinforce each others activities and prevent overlap. In all training programmes, opportunities need to be provided for a closer interaction between trainees who should be drawn from various agencies at various levels. A National Co-ordination Committee would go a long way to avoid the present problems. Old administrative procedures, which were primarily designed to meet different needs, have to be modified to meet the new style of participatory development activities by introducing necessary flexibility in planning, implementation and resource mobilization.

Thailand

Experiences and Innovations

1. In Thailand, the Government had established a National Social and Economic Development Board in 1967 to formulate, co-operate and co-ordinate all developmental programmes of the country. Through this organization, national policies were formulated and made known to all participating ministries. Following the stated national policies, each Ministry formulates its developmental projects and submits them to the NSEDb in order to have them incorporated in the 5-Year Plan of the country. All ministries co-operate, exchanging data and experiences at programme formation stage through this organization. Developmental projects which involve commitments from more than one ministry are carefully considered and plans have to be made ahead for effective integration and co-ordination.

2. As for the inter-departmental and intra-departmental co-operation and co-ordination, in each ministry there are two committees taking care of this. At the ministerial level, all departmental chiefs or Director-Generals form a committee which usually meets once a week for the purpose of inter-departmental co-ordination. At the departmental level, all the Division chiefs form another co-ordinating committee, which also meets once a week. These two committees are responsible for administering and managing all projects which are for rural development. Members of these committees, in turn, co-operate with the Office of the Provincial Governor for actual implementation of all projects.

3. At the provincial level, there are representatives of all ministries working at the office of the Provincial Governor. It is here that co-operation and co-ordination becomes more effective, because it does not involve too many agencies or people. To co-operate and co-ordinate all provincial projects more effectively, the Ministry of Interior has recently established a Provincial Planning Bureau attached to the office of the Provincial Governor. This bureau is responsible for planning and monitoring all developmental projects in collaboration with representatives from all participating agencies. It also serves as the co-ordination body of all provincial departments.

4. At the district level, each district has a District Governor and representatives from the Ministries of Interior, Public Health, Education and Agriculture working under him. The District Governor is the key person who could make inter-departmental and intra-departmental co-operation and co-ordination possible.

5. At the sub-district level, there is a sub-district council whose members comprise all village headmen, school teachers and two local subject-matter specialists. There is also a village development committee in each village comprising local opinion leaders which are selected by the villagers themselves.

6. Inspite of the available co-ordinating bodies, it is still felt that the past integration efforts have not always been successful. On the contrary, past experience has indicated that integration is a highly complex activity that requires experimenting and testing, which takes into account a wide range of inter-related factors.

7. Thailand, as a developing country, aims in its Fourth National Economic and Social Development Plan (1977-1981) to provide social welfare with strong emphasis on education and public health. On the economic side, the development of agriculture has been given top priority, being the principle source of income for the majority of the people. Nevertheless, Thailand has been and continues to be confronted with many obstacles to development, particularly its limited resources. An integrated approach to development is therefore, recognized as a critical need, but the question of how the integration should be achieved still remains.

8. Considering these constraints, the Ministry of Public Health, with the co-operation and co-ordination of the Ministries of Interior, Education and Agriculture, is undertaking a field experimental project entitled the Songkhla Integrated Rural Development Model. The main concepts of development embodied in this model are as follows:

i) Integrate all development activities into the existing administrative structure at the district level; only one single line of command;

ii) Decentralize planning to the district level;

iii) Stress community participation in identification of needs, planning and actual implementation of all projects;

iv) Utilize traditional practitioners and local leaders as change agents.

Preliminary findings from this project indicate that inter-ministerial co-ordination is essential only at the project formation stage where official commitments have to be made, but during the actual implementation, it is not necessary to worry about inter-ministerial co-operation. On the contrary, stress has to be on regional, provincial and particularly local co-ordination.

Iran

To achieve co-ordination and collaboration, primary health care is aimed as a comprehensive approach to health, including health promotion, and preventive and curative medical services, all as part of one health care "package".

The favourable impact that the primary health care programme has had on other agencies has encouraged the organizers to continue the development of a meaningful "plan of action".

The Health Services Development Research Project was started in Iran in 1971. Primary health care should be integrated at the community level in order to have an impact on the health status of the people who are in need of care.

Health education must be a combination of providing modern technology within a traditional framework.

This strategy would be more effective and more relevant in implementing health programmes and education in rural areas of the country. Adapting health services to the local conditions, making them simple, accessible and acceptable to the people provides an important link between health services and the population. Health education at the rural level is also a positive step towards preventive medicine, which can also diminish the need for doctors. It provides a good nucleus to co-ordinate various development efforts.

In formulating, implementing and managing primary health care services in the rural areas of Iran, we have to consider the following:

i) Primary health care services should be recognized as forming a part of the overall rural development plan.

ii) Well defined policies, priorities and plans should be established for the proposed primary health services.

iii) All other levels of the health system should be re-oriented to provide support (referal, training, advisory and supervision and logistic) to the primary health care level.

iv) Communities themselves should be involved in the design, staffing, functioning and other forms of support for their local primary health care centres. This would avoid many problems of co-ordination and collaboration, especially at the grass-roots level.

v) Utilization of primary health care workers who have undergone only simple training should be encouraged. The adequate use of non-medical health personnel can diminish the high level of doctor dependancy.

vi) The primary health care workers should be selected by the community itself.

In terms of the operations and management of health care, there needs to be an information and management system common to all agencies.

Lack of co-ordination and collaboration among the various ministries dealing with rural development programmes constitutes a handicap to the progress of the operations.

Geographically speaking, Iran is very large and a mountainous region. The lack of transportation facilities, therefore, causes a great problem of communication and follow-up of health programmes. Co-ordination between the different health departments is essential, since this is the level where the technical know-how and knowledge is accumulated and in turn these departments can make the comprehensive plan operation by using the manpower available in rural areas.

**Strategies**

**Inter-ministerial and inter-departmental co-ordination**

1. There is a need for the establishment of a national co-dinating committee, wherever it does not exist, for rural development, directed by the highest executive authority. The high level committee must have the authority to ensure co-ordination and take measures to facilitate quick decision making for effective planning and implementation of rural development programmes.

2. It is necessary to establish co-ordinating machinery at various levels in a horizontal manner, namely states and districts, to facilitate better implementation of activities for rural development. There must be a special unit which functions as the Secretariat with executive powers given to co-ordinate the work of the various departments at various levels. There is a need for an integrated system of evaluating programmes, based on the Programme-Agency-Matrix, which stresses more on the programme rather than an individual implementing agency. This will help to co-ordinate the planning and implementation of programme as a single effort by the government as a whole, especially in the field of education for rural development. The whole process of rural development should be taken as a totality, whereby there is only one single programme and one single plan with one single objective of developing a single area. In other words, all the agencies and departments concerned in development tasks of that area should formulate the programme together at the preparatory stage, which no doubt will inculcate a better understanding of the whole programme by the agencies and personnel involved, to work as a single government to achieve the common objective of rural development, rather than given the impression to the people that there are many governments, thus leading to and creating confusion for the beneficiaries.

3. There is a need for co-ordination during the implementation as well as evaluation of the programme. There is also a need for evaluation of the programme at the post-implementation levels.

4. There is a dire need for a change in the administration processes in education for rural development, where we should use the man-oriented approach rather than the task-oriented approach, which is the more traditional way, as compared to modern administration.

5. There must be a village level committee comprising of local leaders who are respected in the village which should function as a committee to identify the needs of the communities for the purpose of the betterment of the village. This committee must contain ex-office members from various government departments who can be co-opted into the committee to act as resource persons; this will facilitate many problems of co-ordination at the grass-roots level, as people themselves will avoid overlaps.

6. There is a need for people's representation in the various levels of committees for rural development to have an element of people's participation in the process of decision making with the inclusion of representatives of people who are elected members, for example, the elected political representative of the area or the local councillors.

7. There is a need for a total concept of education for rural development and the process of learning and training of Extension workers. As "education for rural development" is not either the responsibility or the field of competence of a particular department or agency, the apex co-ordinating body should clearly define the role, the expected competency and the resources of a particular ministry or department. For example, education department, in view of the expertise and resources available with it, is in the best position to help other ministries and departments to provide the pedagogical inputs in designing, developing and implementing their training programmes, and explaining the various learning styles, how effective learning takes place, the methods of developing skills and attitude and evaluating the behaviourial changes. The cognitive aspects and the particular skill will rightly have to fall within the competence of that development agency which is in a position to provide the necessary witherall like health, nutrition, agriculture, family planning, etc.

8. A programme of education for rural development for personnel of various ministries involved should make them aware of all parameters of development so that clear knowledge of programmes of various agencies could be viewed as complementary and mutually reinforcing.

9. There is a need for the compilation of a national directory of resource personnel for rural development in order to facilitate inter-ministerial and inter-departmental consultation and establishment of direct contacts between different ministries and department personnel.

10. Lack of job specification and job analysis in terms of departmental and personnel roles have resulted in a lot of confusion and this needs urgent attention. It is of paramount importance that each department must spell out its functions and have a job specification for each personnel involved in rural development and these functions and job specifications must be co-ordinated by the co-ordinating machinery at various levels and this machinery should have an executive function to make necessary changes to avoid any overlap or duplication of same functions by two different departments of a ministry or of different ministries.

11. There appears a need for the establishment of an intra-departmental committee to streamline programmes of various sections and to act as an effective co-ordinating body within the framework of a department. The committee must be functional and should be chaired by the highest person in the hierarchy of a department in order to ensure a workable solution or a co-ordinated approach to a programme formulated in the department. The programme formulated should not be regarded as a personnel achievement, but that of a department. Personalizing a programme should be avoided at all cost.

## Conclusion

After discussing the various countries' experiences and also the problems that sometimes hindered the progress of education for rural development, the Workshop noted that the strategies mentioned above could be selected and used in different countries with some adjustment as to the local situations. The real thing about co-ordination, be it at the inter-ministerial or at the inter-departmental or intra-departmental level, is to ensure a correct understanding of the real functions of each ministry or department and its various personnel in education for rural development.

Various agencies concerned with education for rural development have to understand fully the functions of the other agencies, in order to ensure that there will be no duplication of functions or activities of the sister agencies. It is observed that this phenomena is inherent in most member countries. There exists only a form of co-operation, rather than a real attempt to achieve co-ordination at the inter-ministerial or intra-departmental level. There is a need for a stronger authority with executive powers to co-ordinate the various ministries and departments. Any programme made for rural development should be co-ordinated between various agencies, especially during the programme formulation stage, so that the beneficiaries may not later on be confused, as sometimes happens in many countries.

In short, there is a dire need for the implementation of a co-ordinated plan of education for rural development and a co-ordinating mechanism with necessary executive power to co-ordinate the various ministry or agency inputs, rather than following the traditional approach of just appealing for co-operation.

ANNEX I

AGENDA AND SCHEDULE OF WORK

Saturday, 9 September 1978

| | |
|---|---|
| 09.00 - 10.00 | Inauguration/welcome by host institution |
| 10.00 - 11.00 | Tea break |
| 11.00 - 11.30 | Registration of participants |
| 11.30 - 12.30 | i) Election of Officers of the Workshop |
| | ii) Consideration of the Provisional Agenda and Schedule of Work |
| Afternoon | Free for rest |
| 17.30 - 19.30 | Reception by National Committee for World Literacy Programme |

Sunday, 10 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Review and discussions by Plenary of National Workshop Report - Republic of Korea |
| 10.30 - 11.00 | Tea break |
| 11.00 - 13.00 | Presentation of National Workshop Report and review/discussions by Plenary - Sri Lanka |
| 13.00 - 14.00 | Lunch |
| 14.00 - 16.00 | Presentation of National Workshop Report and review/discussions by Plenary - Thailand |

Monday, 11 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Presentation of National Workshop Report and review/discussions by Plenary - Malaysia |
| 10.30 - 11.00 | Tea break |
| 11.00 - 13.00 | Presentation of National Workshop Report and review/discussions by Plenary - Iran |
| 13.00 - 14.00 | Lunch |
| 14.00 - 16.00 | General discussions on all country presentations for synthesis of experiences |

Tuesday, 12 September 1978

| | |
|---|---|
| 08.30 - 09.30 | Meeting of National Teams to review activities and discuss implications for national follow-up |

Tuesday, 12 September 1978 (continued)

| | |
|---|---|
| 09.30 - 13.00 | Group meetings |
| | Group I - Strategies for identification of real needs of rural communities and ensuring their participation in rural development; facilitating change--leadership and training of change agents |
| | Group II - Integrating formal and non-formal education inputs for rural development |
| | Group III - Strategies for formulating, implementing, and managing education for rural development with special reference to problems of inter-ministerial and intra-departmental co-operation and collaboration |
| 10.30 - 11.00 | Tea break |
| 13.00 - 14.00 | Lunch |
| 14.00 - 16.00 | Group meetings (cont'd) |

Wednesday, 13 September 1978

| | |
|---|---|
| 08.30 - 13.00 | Group meetings (cont'd) |
| 10.30 - 11.00 | Tea break |
| 13.00 - 14.00 | Lunch |
| 14.00 - 16.00 | Group meeting and preparation of Group report |

Thursday, 14 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Presentation of Group reports to the Plenary - Group I |
| 10.30 - 11.00 | Tea break |
| 11.00 - 14.00 | Visit to Education Corps and lunch |
| 14.00 - 16.00 | National team work |

Friday, 15 September 1978

Free

Saturday, 16 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Presentation of Group reports to the Plenary - Groups II and III |
| 10.30 - 11.00 | Tea break |
| 11.00 - 13.00 | Separate meetings of groups to incorporate suggestions of the Plenary |

Saturday, 16 September 1978 (continued)

| | |
|---|---|
| 13.00 - 14.00 | Lunch |
| 14.00 - 16.00 | Group work continued to finalize reports for incorporation in the main workshop report |

Sunday, 17 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Final Draft Report preparation (by Drafting Group) |
| 10.30 - 11.00 | Tea break |
| 11.00 - 13.00 | Meeting of National Teams to finalize follow-up plans (to be included as Annexes to the Workshop Report) |
| 13.00 - 16.00 | Lunch - Iranian National Commission for Unesco |
| | Visit to Crown Jewels |

Monday, 18 September 1978

| | |
|---|---|
| 08.30 - 10.30 | Visit to National Centre for Adult Education and Training |
| 11.00 - 13.00 | i) Consideration of the Draft Report of the Workshop and its adoption |
| | ii) Valedictory |

## ANNEX II

## LIST OF PARTICIPANTS

Iran

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| | |
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| | Dr. Nayan Ariffin<br>Director<br>Centre for Extension and Continuing Education<br>Agricultural University of Malaysia<br>Serdang, Selangor |
| | Mr. Mohamed Afandi bin Ismail<br>Assistant Secretary<br>Community Development Division<br>Ministry of Agriculture<br>4th floor, Bangunan Bank Negara<br>Jalan Swettenham<br>Kuala Lumpur 11-01 |
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| | Mr. M.S. Perera<br>Rural Development Officer<br>Assistant Government Agent's Office - Homagama<br>Homagama |
| | Mr. M.S.R. de Silva<br>Project and Planning Assistant<br>77, Sarvodaya Headquarters<br>Moratuwa |
| Thailand | Mr. Jarug Sotthibandhu<br>Director<br>Non-Formal Education Centre, Southern Region, Songkhla<br>c/o Adult Education Division<br>Department of General Education<br>Ministry of Education<br>Bangkok |
| | Miss Pisamai Chandavimol<br>Family Health Division, Department of Health<br>Ministry of Public Health<br>Devavesm Palace, Bangkok |

| | |
|---|---|
| Thailand (cont'd) | Ms. Chanida Chanyapate<br>Senior Education Officer, Adult Education Division<br>Department of General Education<br>Ministry of Education<br>Bangkok |
| | Mr. Sombat Vongpromek<br>Director<br>Agricultural Information Division<br>Department of Agricultural Extension<br>Ministry of Agriculture and Co-operative<br>Bangkok |

OBSERVERS

| | |
|---|---|
| Iran | Mr. P.K. Adhikary<br>Cluster of Educational Sciences<br>Bu-Ali-Sina University<br>Hamadan |
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| | Ms. Shokat Ettehadieh<br>Director of Instruction, Public Health Care<br>Ministry of Health & Welfare<br>Shah Reza Avenue<br>Avenue Fakhre Razi<br>Teheran |
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OFFICERS OF THE WORKSHOP

| | |
|---|---|
| Chairman | Dr. Parviz Homayounpour (Iran) |
| Vice-Chairmen | Dr. Young Horn Park (Republic of Korea) |
| | Dr. S.S. Kapugama (Sri Lanka) |
| | Mr. Jarug Sotthibandhu (Thailand) |
| Rapporteurs | Dr. Chung-Il Yun (Republic of Korea) |
| | Dr. Nayan Ariffin (Malaysia) |
| | Ms. Chanida Chanyapate (Thailand) |
| Secretary | Dr. M.C. Pant (ACEID/Unesco) |

ANNEX III

DOCUMENTATION LIST

1. Report of the National Workshop on Education for Rural Development - Iran

2. Report of the National Workshop on Education for Rural Development - Republic of Korea
   i) Role of Education in Rural Development and Its Tasks in Korea
   ii) Some Strategies for Leadership Training and Overcoming Resistance to Change
   iii) Problems of Integrating Formal and Non-formal Education for Rural Development
   iv) Co-ordination and Back-up System for Saemaul Training Programme

3. A Report on a Series of Rural Seminars - Malaysia

4. Report of the National Workshop on Education for Rural Development - Sri Lanka

5. Report of the National Workshop on Education for Rural Development - Thailand

6. Training Rural Women as Agents of Development - Two Iranian Case Studies

7. Educational Plan for Rural Development - Republic of Korea

8. Extension Laboratory - An Integrated Approach to Rural Development - Malaysia

9. The Songkhla Integrated Rural Population Development Model - Thailand

10. Sarvodaya Village Development Educational Programme - Sri Lanka

11. Background Paper on Inter-ministerial and Intra-departmental Co-ordination and Collaboration - Malaysia

12. Background Paper on Integrating Formal and Non-formal Education Inputs in Rural Development Programmes - Thailand

13. A Brief History of the Activities of the Department of Tribal Education - Iran

14. Statistics on the Activities of the National Literacy Crusade - Iran

15. Primary Health Care - Iran

16. A Manual for Co-ordinators of Adult Literacy Classes - Iran

ANNEX IV

INAUGURAL AND WELCOMING SPEECHES

Inaugural speech by Dr. Gh. Afkhami, Secretary-General, National Committee for World Literacy Programme

On behalf of the National Committee for the World Literacy Programme, I would like to welcome you to the Second Advanced-Level Workshop on Education for Rural Development. It is a privilege for the National Committee to co-operate with the Asian Programme of Educational Innovation for Development and the Iranian National Commission for Unesco in sponsoring this Workshop. This occasion provides the opportunity for distinguished experts in the field of education for rural development to gather together to exchange views on the important and challenging problems of rural development and the role of education.

In Iran, His Imperial Majesty, the Shahanshah Aryamehr, takes a deep personal interest in rural development. This interest is reflected in the National Development Plan, in which numerous provisions are specifically aimed at rural development and the improvement of the life of the rural population. But despite all the efforts being made, there is still much to be done to reach all segments of the rural population. There are thousands of remote and sparsely populated villages in Iran whose population are disproportionately represented among the ranks of the illiterate, the underschooled and the unskilled.

Because of this very vital need, we give high priority to rural areas in our National Literacy Crusade. The purpose of this crusade is to ensure the mobilization and conscious participation of all segments of our population in order to establish the necessary political, economic, social and cultural foundations for the successful implementation of literacy programmes within the perspective of life-long education.

Mobilization and participation are particularly important in rural areas, and education is the key to successfully achieving these goals. With this in mind, more than 13,000 local literacy committees have been established in rural areas since the beginning of the crusade. During the current year, these literacy committees helped organize more than 36,000 classes with 922,000 participants.

Positive elements of national traditions and values must be safeguarded and strengthened in the process of change, while a new vision of economic development and social relations must emerge. This then makes the task of education in rural development an even more challenging and important one, which in turn makes the work of this meeting all the more vital.

We must explore new approaches and innovative methods if we are to meet our development objectives. Our countries have limited resources, yet we are eager to achieve socio-economic progress as quickly as possible. To achieve this, particular attention should be given to the mobilization of all resources and institutions at the community level.

We have a valuable opportunity to meet together here at this Workshop and share experiences, examine our common problems in the process of rural development and prepare guidelines and strategies to solve these problems. I therefore wish you success in achieving the objectives of this Workshop and hope that you will all have an enjoyable stay in Teheran.

Welcome address by Mr. F. Ardalan, Secretary-General, Iranian National Commission for Unesco

Ladies and Gentlemen:

Personally and on behalf of the Iranian National Commission for Unesco, I cordially welcome you to Iran. I hope that your stay here will be enjoyable and that your work will prove fruitful.

There can be no doubt that rural development, the subject you will be discussing, is of crucial importance. In most countries of the Asian and Oceanic region, the majority of the population lives in rural areas and is directly affected by rural development policies. But as we have also become aware in the past decade, the pace of rural development is of critical importance in determining the quality of urban life. Thus, all citizens have a direct stake in the progress of rural development.

If, in the 1950's, we made the assumption that rural development was a technical problem which required technical solutions, we have since learned otherwise. Rural development is difficult and demanding, because it means nothing less than that the majority of our citizens must make basic changes in their way of life. As we have learned, our rural citizens are strongly attached to their traditions and way of living -- and well they should be. These have sustained them over the centuries, through good years and bad years. But they must be persuaded that their burdens can be eased and their lives improved through adoption of new technologies. Naturally, there is much in our rural traditions which we cherish and wish to preserve and develop, but the hardships and scarcities which are a part of rural life can be and should be overcome through the application of science and technology as well as through more just social and economic relationships.

During the course of this meeting, the Iranian participants will share with you our successes, our setbacks and our current hopes and concerns on the subject of rural development. They will, I am certain, agree with me that our experience demonstrates the need for rural development policies which are comprehensive in scope and revolutionary in character. Rural development in Iran was given enormous impetus by the land reform of fifteen years ago. But while land reform and agricultural incentives are essential to rural development, policies designed to bring modern health and education to rural regions are also necessary. We have taken innovative steps in both of these areas to recruit and train personnel for service in rural Iran, but we are mindful that there is much that remains to be learned and accomplished.

One of the important lessons of our experience is that rural development requires personnel who, in addition to possessing professional competence, have an understanding of and respect for rural life and a strong sense of empathy with those with whom they are working. We have also learned through experience that there is a wholeness to rural life and that it cannot be divided into compartments or pieces according to bureaucratic convenience. Rural development policies must speak to all aspects of rural life: economic, social and political.

I will not seek to say more about the subject before you. It is of paramount importance and I hope that your discussions will be frank, open and profitable. It is essential that we use this occasion to learn from one another. This, I believe, is the basic premise of APEID.

On behalf of the Iranian National Commission for Unesco, I wish to express appreciation to Unesco for convening this meeting in Iran, as well as to the Ministry of Science and Higher Education, the National Committee for World Literacy and to other organizations which have assisted in preparing or will be participating in this meeting.

I wish you success in your work and hope that you will return to your countries with useful suggestions and recommendations to put before your governments.

## ANNEX V

## FOLLOW-UP PROGRAMMES

The Iranian Delegation to the Second Advanced-Level Workshop on "Education for Rural Development" has followed with great interest the presentations made by the delegations from the four participating countries, and has found that there are many areas of common concern and that there is also a great deal of commonality in the solutions adopted for the problems facing our countries in rural development and the role education should play in its achievement.

Iran has been pioneering in intensifying the struggle against illiteracy which constitutes a major handicap on the road to endogenous, integrated development. The National Literacy Crusade views literacy as a major factor in social change aiming at fostering social awareness and involvement of the citizens in the socio-economic activities of the society. Consequently, decentralisation and participation are foremost among the principles guiding the National Literacy Crusade.

In the light of the need for harmonious socio-economic development and with the objective of achieving comprehensiveness and co-ordination in structure and programming, Iran is presently undertaking a major step forward aiming at creating a national structure of non-formal education. The Iranian National Committee for World Literacy Programme (NCWLP) formulated the following definition and conception of non-formal education:

> Non-formal education is a participatory process in which everyone can follow a form of planned and organized education outside the framework of formal education structures and free of the usual criteria of the formal system. Non-formal education, which is based on teaching-learning methods, comprises various learning programmes at all levels. Its content is determined by the specified needs of individuals, groups and social policies. Non-formal education provides flexibility with its decentralised organization and its variety of structures based on group participation and involvement of the governmental and private sectors. The most important objectives of non-formal education are to achieve the conscientization and rapid professional progress of individuals and to ensure rapid fulfillment of the socio-economic needs of the society.

Guided by the above definition and conception and stimulated by the very fruitful exchange of experiences with the other delegations, Iran will embark on the following major undertakings, some of which are already underway and will be continued and reinforced.

1. Undertaking a survey to identify real needs of rural communities for non-formal education

Based on the above quoted conception of non-formal education, the major sources and methods of collecting information on needs will be the rural population. Self-community surveys by representative samples of all sectors of the rural population will be undertaken and augmented by inferences on needs based on: observations, documents and statistics and informants. Native resident rural agents will be trained in simplified methodology of self-community surveys. Such a strategy is expected to sensitize the rural population to the community needs and to ensure their participation in rural development efforts. In the meantime, the results of these surveys will contribute to national planning, including undertaking the necessary measure to fill in the gap between the needs and the supply.

2. Micro-field experiments of endogenous leadership training in rural areas with emphasis on the following:

2.1 identification of the appropriate profile(s) of rural change agents;

2.2 determination of the valid criteria for recruitment and selection of rural change agents; and

2.3 testing the various models of leadership training with the objective of identification of the most appropriate methods of training rural agents to be efficient and effective change facilitators. Emphasis will be on the experience-based and trainee-centred approaches. Priority will be given to the recruitment and training of the front line resident village development agent.

3. Design and implementation of a pilot comprehensive non-formal education programme at the village level covering all sectors of the village population and aiming at increasing their sensitivity to community needs and at involving them in collective community action. The pilot field experiments in Saveh and Kerman will be followed up and expanded with the ultimate objective of drawing strategies of formulating and implementing education plans for rural development at the national level. A basic guiding principle will be the man-project oriented approach to development.

4. Building up of a model for non-formal education. The Iranian delegation took note of the general consensus expressed by the Workshop concerning the desirability of creating a national co-ordinating body for non-formal education through which the inter-ministerial and inter-departmental co-ordination and collaboration could be realised. In line with the principles of decentralization and participation, this co-ordination should be achieved at the various administrative levels: village, district, province and the national level. Such co-ordination should help to avoid unnecessary conflict and duplication and to create the most favourable climate for collective co-ordinated action between the government agencies and between governmental and non-governmental agencies. All relevant agencies will be involved in planning, decision-making and implementation and will be covered by the training programmes

to ensure commonality of objectives and co-ordination of the efforts to achieve these objectives. A special cadre of process consultants will be trained to ensure the needed appropriate liaison between the various agencies and the various administrative levels and to ensure the creation of the most favourable organizational climate conducive to innovative change.

Republic of Korea

The Korean participants in the Second Advanced-Level Workshop on Education for Rural Development, recognize that this Workshop was very helpful to understand the present situations and problems related to rural development in participating countries and to enrich the implementing strategies and programmes of Saemaul Education in Korea.

Especially the issues, problems and suggestions raised throughout the discussions on the topic of identification of real needs of rural development, integration of non-formal and formal education and inter-ministerial and intra-departmental co-operation and collaboration for rural development have provided many useful insights from which we might draw several practical suggestions to improve the formal and non-formal programmes for Saemaul Education.

The major implications and suggestions can be summarized as follows:

1. There is a need for the development and utilization of a motivation training programme for rural teachers and rural development workers in order not only to motivate their willingness to change value systems and to actively participate in rural development, but also to acquire some knowledge and skills to develop the much needed active participation of students as well as community people in Saemaul Education.

2. Inter-ministerial and intra-departmental co-ordination and collaboration are necessary for an effective Saemaul Education for community development. For example, the central co-ordinative council of Saemaul Movement which is being chaired by the Vice-Minister of the Ministry of Home Affairs, has to co-ordiante with related Ministries of Education, Health and Social Affairs, and Agriculture and Fisheries in the process of planning, implementation and evaluating the Saemaul Movement.

It is also desirable to formulate a new central body for co-ordinating all activities of formal and non-formal education for community development.

3. It is felt that the current training programmes for Saemaul leaders are too heavily oriented towards the affective domains of developmental characteristics. It is recommended that knowledge and skills in the field of social sciences, human relations, communication and teaching methods should be incorporated in the training programmes for Saemaul leaders and other trainers of field workers.

4. All activities for community development which are being performed by the Women's Club, Farmers Club, 4-H Club and old people should be accomplished and/or followed by educational programmes. It is particularly recommended for Saemaul Schools to provide educational programmes to meet the needs of the above-mentioned organizations.

5. In recognizing the importance of Saemaul Education for and the successful contributions of it to the community development, it is recommended that efforts to improve the programmes of formal and non-formal education for rural development should be continued and nationwide research for evaluation and development should be continuously conducted.

Proposal for an Action Plan in Korea

As a concrete follow-up action plan, three Koreans who have participated in the Second Advanced-Level Workshop on Education for Rural Development held in Teheran, 9-18 September 1978, submit hereby a project proposal to our Government and the Asian Centre of Educational Innovation for Development (ACEID) for consideration of a follow-up action of this Workshop.

Project Title: Integrated Approach to Formal and Non-formal Education for Rural Development in Korea

Objectives:

1. To explore the present status of formal and non-formal education for rural development in general and the role of Saemaul School in particular.

2. To sensitize the rural school teachers and change agents to be motivated for their rural development work and to get along better with the grass-roots people.

3. To examine the effect of the above (b; No. 2) programme on the clientele system.

Methodology:

1. Scope

   a) Objective No. 1 - Nation-wide baseline survey for 6 months;

   b) Objective No. 2 - Ten one-week training courses for the following spread over one year:

| Agents | Number |
|---|---|
| Rural teachers | 500 |
| Agricultural extension workers | 200 |
| Family planning/health workers | 200 |
| Co-operatives workers | 100 |
| Total | 1,000 |

   c) Objective No. 3 - Evaluation Research for 6 months.

2. **Responsible and co-ordinating organizations:**

| Phase | Responsible Organizations |
|---|---|
| Base line survey | College of Education, Seoul National University |
| Training and Information | College of Agriculture, Seoul National University |
| Evaluation research | Korean Educational Development Institute |

3. Duration of the Project: Two years upon approval.

4. Related activities:

a) Baseline survey:

i) Constructing instruments
ii) Collecting data
iii) Analyzing data
iv) Report

b) Training and information:

i) Development of schedule and curriculum
ii) Selection of trainees
iii) Undertaking of training
iv) Periodical information outlets

c) Evaluation research:

i) Evaluation of training
ii) Evaluation of whole project (effect of project on clientele)
iii) Report

Estimated Expenses:

1. Baseline survey:

| | | |
|---|---|---|
| Principle investigation ($400x6 months) | $ 2,400 | |
| Assistants (2) ($200x6 months x 2) | $ 2,400 | |
| Data collection | $ 5,500 | |
| Report | $ 1,000 | |
| Contingency | $ 700 | |
| Sub-total | | $ 12,000 |

2. Training:

| | | |
|---|---|---|
| Co-ordinator ($400x12 months) | $ 4,800 | |
| Assistants (2) ($200x12 months x 2) | $ 4,800 | |

| | | |
|---|---|---|
| Lecture and travel (20x35 hours x 10 times) | $ 7,000 | |
| Teaching aids | $ 3,000 | |
| Per diem for trainees ($20x1,000 persons x 6 days) | $120,000 | |
| Contingency | $ 3,400 | |
| Sub-total | | $143,000 |
| 3. Evaluation Research: | | |
| Principle investigation ($400x6 months) | $ 2,400 | |
| Assistants (2) ($300x6 months x 2) | $ 3,600 | |
| Field Survey | $ 11,000 | |
| Report | $ 2,000 | |
| Contingency | $ 1,000 | |
| Sub-total | | $ 20,000 |
| Grand total | | $163,000 |

Malaysia

1. Rural education in Malaysia is being spearheaded at two levels; the formal level which revolves around the primary and secondary schools and at the non-formal level as promoted by the community development efforts and other extension work programmes. Co-ordination and integration is affected at two levels, i.e. through national committees and departmental committees established along specific areas of interest, such as education, community development, family planning, national unity, etc. There is as yet no committee or any formalized mechanism for integrating the formal and non-formal education system.

2. In the interest of mobilizing scarce resources more effectively the need for such an integration is quite clear. But various difficulties can be anticipated in bringing forward such an integration. These include:

i) The increasing demands being made on the formal education system in terms of the expanding as a result of an increasing member of children and youths within the school-going age group;

ii) The need to improve educational facilities and quality of formal education in the rural areas in order to match those prevailing in the urban sector;

iii) Based on the above, there is a limited capacity on the part of the formal education system to cope with the task of providing non-formal education to the community at large; and

iv) The natural tendency of bureaucratic organizations to promote their own sphere of interest, expand their own programmes with the appropriate budgetary appropriation and put their own priorities above that of other organizations.

All these need to be overcome before any effective integration of the formal and non-formal education system for the rural communities can be undertaken.

3. From the exchange of views in the seminar a number of strategies seem feasible in moving towards such an integration. These are discussed in the following paragraphs:

Integration of Educational Objectives

4. The traditional dichotomy between formal and non-formal education should, in the first instance, be reviewed. The schools, colleges and universities should not be regarded as institutions for providing formal education only, but should also be viewed as centres for promulgating non-formal education to the community at large. Their goals and responsibilities should, therefore, be broadened to encompass a more comprehensive definition of education, i.e., (a) To create a higher level of consciousness among members of a community in regard to their relationship with the economic, social, political and cultural environment; (b) to stimulate intellectual growth; (c) the changing of attitude to increase human adaptation and functional dynamism within the community he lives in; and (d) the provision of work related skills in keeping with the advancement of science and technology.

5. With such a reorientation of goals and responsibilities in the formal education system, appropriate adjustments should also be made in the objectives and goals of the non-formal education system. It should not be directed at the overcoming of illiteracy, work improvement or increasing productivity in the economic sense only, as is the normal tendency. It should be brought in line with the expanded educational objectives as specified for the formal education system, i.e., to create a higher level of social consciousness, stimulate intellectual growth, bring about attitudinal change in directions more conducive to development and improve work related skills, as required by the community. This systemization of educational objectives will pave the way towards the integration of efforts and more effective mobilization of resources.

Integration of Facilities and Strategies

6. Because of the traditional dichotomy between the formal and non-formal education system, as reinforced by their different goals and emphasis, different facilities and physical structures have been established in both regards. Various community training centres, nutritional centres, health centres, etc., have been instructed to provide training outside the formal education system. This has led to the development of a plural structure in promoting education, one for the formal system and the other for the non-formal system. It can lead to under-utilization or waste, in addition to causing a strain on scarce resources.

7. The establishment of non-formal educational institutions also requires trainers and instructors apart from the teachers, lecturers and professors. They must be trained in great numbers, often by the colleges and universities. The growth and expansion of these non-formal educational institutions means a greater demand for public money to be allocated for their needs, in competition with the expanding need of the formal education system. All these competing needs can, therefore, be avoided if the formal and non-formal educational and training institutions are integrated in terms of their expansion and use.

Decentralization of Educational Activities

8. One of the reasons for the development of non-formal education and training institutions to cope with the need for various community development activities is that these facilities need to be made available at the local and community level. Aside from the primary schools, no appropriate educational institutions exist at such levels to cater for the educational and training needs of the community members.

9. To overcome this problem the answer need not necessarily be in creating the non-formal education and training institutions at the local and community level, but to decentralize the formal educational institutions so that they can cater for the needs of communities even in the rural depths of the nation. Thus, if secondary level educational facilities can be spread out into the rural areas, these can also be used for various forms of community development, education and training activities, thereby eliminating the need for creating separate facilities for them. Instructors in various areas of community development can be attached to these secondary level educational institutions to cope not only with the school-going children and youths, but also with the community members at large. Community leaders who should be given a level of training higher than a secondary level of education can, of course, be brought to the universities for higher level training, if this is desired.

Identification of Need for Education and Training in the Rural Areas

10. As the processes of development become accelerated through planning and government intervention programmes, the educational level of the rural population must be upgraded if they are to participate fully in the pursuit of progress. Certain educational and training needs can be identified by the government itself, while others must be inquired from the community members themselves. The latter involves research and consultations to be undertaken within the community and these must, therefore, be given adequate emphasis. The government should not impose too much of their own educational and training design on the people, but must also strive to fulfil the educational and training needs, as felt and requested by the people themselves.

Training of Community Leaders

11. Another strategy that needs to be considered is in regard to the training of community leaders themselves. In Malaysia they are currently trained through the community development programmes provided by the various non-formal education and training institutions, which have been established. While literacy classes formed a major thrust of such efforts in the past, more and more efforts are now directed towards vocational and work-related training.

12. The effectiveness of these training programmes needs to be reviewed, especially in terms of the broader educational objectives as advocated in the earlier part of this report.

Enhancing the Effectiveness of the Community Development (CD) Programmes

13. A final strategy that needs to be considered is the improvement of the CD programme as a whole, especially in terms of new and broader educational objectives proposed. While economic development is important in order to give the rural people a new deal in life, it is their social awareness and individual dynamism that will enable them to lead a more meaningful life within a more dynamic and progressive community. Such a community itself can only be created through the upgrading of their mental and spiritual attainment besides the acquisition of new attitudes and technical skills that can enhance their level of achievement motivation.

14. All community development efforts must, therefore, be evaluated and their objectives re-oriented along these lines. This is already recognized in Malaysia and works are being undertaken to satisfy these requirements.

Proposed Action Strategy

15. It is in terms of the various issues discussed above that Malaysia will formulate its strategy for action for the immediate future. These issues will be discussed with various authorities and a new strategy for action formulated on a consultative basis. Any strategy for action designed and developed by only one agency in the government - in this case the Community Development Agency - will be doomed to failure.

16. The results of the proceedings of this Workshop will be tabled at the national committee on Community Development, where most of the agencies having to do with rural development are represented.

Conclusion

17. The representatives from Malaysia extend their gratitude to Unesco for having convened this Workshop, which has generated several new ideas and insights into the problems of improving education for the rural population within the context of the Community Development Programme. These new ideas and insights will certainly provide new inputs into the government's efforts to modernize the rural communities and bring to them the full benefits of development.

## Sri Lanka

Introduction

It is evident that the economic and social status of rural communities in both under-developed and developing countries is at a low level. Hence, it is necessary to lay much emphasis on the rural development activities of these countries. At the Workshop it was very evident that education was one of the most important components in elevating the rural

masses from the present state. In this respect the ideas, experiences and strategies presented by the delegates of different participating countries have a very significant value. After taking all these facts of different countries into consideration, we propose the following recommendations for follow-up activities in Sri Lanka:

Re-orienting School Curriculum

1. Secondary school, technical school and university curricula should contain humanities and social sciences to enable students to get some background knowledge pertaining to development and to enable them to take part effectively in development work.

Inter-Ministerial Co-ordination

2. Formation of a national co-ordinating committee for rural development directed by the highest executive authority. Such a high level committee should have the authority to ensure co-ordination.

3. Establishment of a national research and training institute. The scope of this institute would be to cope with the educational aspects of rural development within the current programme to complete the Mahaweli project in 6 years, and to meet the training and research needs of rural development of country in general.

4. The groups brought together for training should always be from different agencies and at various levels of operation.

5. A programme of education for rural development for Ministry personnel should make them aware of all parameters of development, so that the other ministry programmes would be viewed as complementing and mutually reinforcing.

6. As a first step in the formulation of rural development programmes of each ministry, there should be a study of the selected other ministry programmes. This would facilitate dove-tailing of programmes to ensure a well balanced and harmonious development effort.

7. Compilation of a national directory of resource persons in rural development in order to facilitate inter-ministerial and inter-agency consultation and the establishment of direct contacts between inter-departmental and inter-ministry personnel.

Co-ordination at Field Operation Level

1. Existing co-ordinating mechanisms at divisional and district level should be developed.

2. Village level development activities should have a community focus and not a programme focus.

3. The inter-agency co-operation at field levels should be made mandatory and the administrative procedures should be modified so that working on other agency programmes could be considered as pertaining to the normal duties of officilas and payments of subsistence and travelling be claimed from the agency to which the officer belongs.

4. Flexibilities be introduced in the administrative regulations, so that necessary work outside the legal working hours and on official holidays be counted for duty purposes.

5. Formal educational institutions, such as schools, teacher training colleges and universities, should be encouraged to become agencies and co-ordinators of development work at the village level.

6. The outstanding development agency at the village level should be picked up as the co-ordinator of village level activities.

7. As a means of evolving suitable mechanisms for co-ordination, a few villages should be selected for development on a co-ordinated inter-agency basis.

8. The authorities should take the necessary steps for establishing a stable market for rural products, so that the rural development activities will be expedited.

## Thailand

### I. Mechanism for co-ordinating education for rural development

#### 1. National Level

Recognizing that there is an immediate need to establish a co-ordinating body at the national level to co-ordinate the educational dimensions of rural development activities presently undertaken in various ministries such as Interior, Agriculture and Co-operatives, Public Health and Education, the national team proposes that a sub-committee on education for rural development be established under the present National Education Commission with its secretariat acting as the secretariat of the proposed sub-committee as well.

The sub-committee will comprise representatives from various above-mentioned Ministries, the Budget Bureau and the National Economic and Social Development Board. Its function is to formulate overall policies, dividing responsibilities for planning and budgetting and follow-up of implementation. The policy and plans of action will be submitted to the Cabinet to be considered for incorporating in the national economic and social development plan for implementation by the respective ministries.

The secretariat of the sub-committee should also be responsible for conducting research and studies of the socio-economic conditions of the rural areas to determine the educational inputs necessary for rural development.

#### 2. Provincial Level

To ensure a two-way communication system, a provincial committee on education for rural development has to be set up in order to link the Provincial Administrative Authority which comprises of representatives

from the districts elected by the people, and the Office of the Provincial governor consisting of government representatives from various ministries. The members of this provincial committee could include representatives from both organizations mentioned above, and in addition, representatives from the local university, provincial lifelong education centres and voluntary organizations. The present provincial education office could act as the secretariat of the committee.

The provincial committee should have the responsibility of formulating plans of action which should accommodate both the policies and the needs of the rural community, co-ordinating the implementation of the plans, and conducting follow-up activities.

To solve the serious problem of centralized budgetting, it is suggested that a portion of budget allocated for education for rural development projects be sent to the province in lump sum in order to facilitate the expeditious, efficient and effective implementation of the provincial projects.

3. Grass-roots Level

Efforts have to be made to strengthen the existing local infrastructure, namely, the sub-district council, which consists of members elected by the people in villages, to be able to function more effectively in identifying local problems and needs and promotion of community participation in all developmental projects. The sub-district council should be made responsible for co-ordination between the village development committees and the district agents in implementing the development project, supervising the implementation and providing feedback to the district.

II. Training approach and methodology

The team feels that there is a need to review the structure, approach and methodology currently employed in various universities for the training of both trainers and change agents involved in education for rural development. To ensure integration and co-ordination of efforts in rural development, an integrated approach is recommended whereby personnel of various disciplines such as health, agriculture and community development, are trained together.

Training sessions, whether pre-service, in-service or orientation, should be participatory, problem-oriented, experience-based, in order to provide effective learning for the participants. Wherever necessary, the government officials, local leaders, teachers should be retrained.

The proposed national level committee on education for rural development should also be responsible for organizing the training of trainers in order to ensure effectiveness in the integration and methodological aspects of the training as proposed.

## III. Model of integrated development

In order to further acquire knowledge and understanding of integrated development, more experimental projects should be carried out based on the experience and findings of the Songkhla Integrated Population Development Model of the Department of Health, Ministry of Public Health. It is felt that there is a need to find out the different variables involved which may help or hinder rural development efforts in order to develop a model for establishing minimum standards of development. The results of these experimental projects will be a basis for further effective implementation of integrated development in the future.

The proposed national level committee should take the initiative in designing such projects and co-ordinating with the provincial committees for the implementation.

The *Asian Programme of Educational Innovation for Development (APEID)*, initiated on the recommendation of the Third Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia (May–June 1971, Singapore) and the authorization of the General Conference of Unesco at its seventeenth session (Paris, 1972), aims at stimulating and encouraging educational innovations linked to the problems of national development in the Asian region.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through their national centres which have been associated by them for this purpose with APEID.

The 18 Member States in Asia and Oceania which have joined APEID are: Afghanistan, Australia, Bangladesh, India, Indonesia, Iran, Japan, Republic of Korea, Lao People's Democratic Republic, Malaysia, Nepal, Pakistan, Papua New Guinea, Philippines, Singapore, Sri Lanka, Thailand and Socialist Republic of Viet Nam.

The Asian Centre of Educational Innovation for Development (ACEID) has been established at the Unesco Regional Office for Education in Asia and Oceania in Bangkok to co-ordinate the activities under APEID and to assist the associated national institutions in carrying them out.

The aims of APEID are:

- to stimulate efforts of the Member States to improve the quality of life of the people through creating and strengthening national capabilities for the development and implementation of innovations in education, both formal and non-formal;
- to encourage the Member States to make all groups (students, teachers, parents, village and community leaders, administrative personnel and policy makers) aware of the need for relevant changes in education (both formal and non-formal) as an essential pre-requisite for the improvement of the quality of life of the people;
- to promote understanding and appreciation of the differences in educational practices and approaches of the Member States, and thereby contribute to international understanding and the creation of a new international economic order.